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THE CONTINUATION SCHOOL

BY

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THESIS

SUBMITTED IN PARTIAL FULFILLMENT OF THE REQUIREMENTS
FOR THE DEGREE OF MASTER OF SCIENCE IN EDUCATION
IN THE GRADUATE SCHOOL OF THE UNIVERSITY
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I HEREBY RECOMMEND THAT THE THESIS PREPARED UNDER MY
SUPERVISION BY Isaac Owen Foster

ENTITLED The Continuation School

BE ACCEPTED AS FULFILLING THIS PART OF THE REQUIREMENTS FOR
THE DEGREE OF Master of Science in Education

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THE CONTINUATION SCHOOL

Chapter I

The Basis of The Study

Education an Evolutionary Process

Modern education is a labyrinth of serious problems which are becoming constantly more complex and which are continually increasing at a tremendous rate. Many of the problems of yesterday are more difficult today, and many of them have undergone such a change that the educator of a century ago would hardly recognize them now. This crucial situation is caused primarily by a more complex society which needs larger and more thorough facilities for its accomodation, and this need has been the chief factor in making the school system of the United States much larger and more complicated than it was a few decades ago.

Since society has made new and larger demands on educational authorities many new problems gradually have been added to the old mass of educational difficulties which are the school man's heritage. One of these problems which is both new and old is the continuation school, an institution somewhat aged in idea and experiment but new in possibilities, as this thesis will endeavor to show in the following chapters.

Purposeful activity is a practical expression of the motives and ideals of individuals either separately or

collectively, and the continuous change of problems in the school is due largely to the change of these motives and ideals which frequently themselves become modified in the light of experiment and consideration from various angles. Evidence of this appears in abundance if a careful study is made of such somewhat supplementary factors of education as its aims and its curricula as these have existed at various stages in the history of the world. Hence, three illustrations are incorporated at this point to substantiate this contention: First, the Spartan held the militaristic ideal of a perfect and paramount state brought about by the physical efficiency of the individuals who composed the state, and his education included ball-playing, dancing, running, jumping, discus-hurling, javelin-throwing, and wrestling, while little attention was paid to intellectual training.¹ Secondly, the Roman looked upon the orator as being the ideal man of culture and refinement for his state, and to accomplish this aim rhetorical schools were established which included a very broad curriculum and afforded training in those subjects that were believed to be necessary for or accessory to the making of a man of eloquence and power.² Thirdly, the aim of present-day education has been expressed by Bagley and has been accepted by educators as "social efficiency"; hence, in order to make the individual socially efficient the curricula of the public schools include vocational, social, physical, and aesthetic training.

¹ Graves, Frank P., A Student's History of Education, 11-12.
² Ibid., 38.

These examples illustrate the truth that social evolution has been going on in the educational phases of human endeavor by being given expression in the purposes and curricula of the school. Further, they are representative of a legion of others which show equally well that education is an evolutionary process, a series of activities, which constantly change in terms of their purposes.

The Continuation School Idea

Out of this evolutionary process all phases of modern education have emerged and they center in the public school as the chief agency. For many years the public school has attempted to educate the children of our republic. It has been criticized often and severely; yet its good results never can be estimated. Its defects which are many have been magnified as it has raced with the development of democracy. In order to remedy some of its most striking defects many reforms which were the results of some more or less far-sighted ideas have been undertaken and some of them have been successfully realized. One of these evolutionary problems, however, that has not been completely realized is the desire to place an education within the reach of every individual regardless of his social or economic status. Since this problem cannot be solved by the traditional public school alone and since the continuation school, if properly organized and administered, has many possibilities in this direction the term, "continuation idea", has been selected to denote the ideal of placing an education within the reach of those people who have not been educated acceptably by the regular public school and who have severed their student

connections with this institution.

One of the important steps towards the realization of the continuation idea was undertaken when an organized effort was begun for the purpose of keeping children in school until they were prepared for their particular work in life. As a result compulsory attendance laws were enacted and more or less enforced, but these did not prove to be a panacea for all the evils of the illiterate and unprepared portion of the people because the public school did not train for any particular work in life and because the children were not required to attend long enough to learn certain trades and professions.

Another step towards the realization of this ideal was the movement against child labor which during the present century swept over practically every section of the United States. Both federal and local statutes were enacted and as a result many children who were forced out of employment turned back to the public school. Since that movement began, in some states, such as Illinois, the standards have been raised in order that the children might receive as much real schooling as possible before entering industry.

A third movement toward the continuation idea was the establishment of voluntary evening schools both for adults and for minors. Through this agency an opportunity to obtain an education was made possible for a large number of people who previously had had no such opportunity offered to them. This kind of continuation education is without the province of this thesis except as it sheds light on the realization of the continuation idea.

In the fourth place, the movement for continuation education began to receive more and more stress in an effort to reach those who were in employment and whom the compulsory attendance and child labor laws did not affect. This movement was an effort to realize the continuation idea, the offering of educational facilities and advantages to all who cared to profit by them. The carrying out of this idea began with the younger members of society and is proceeding towards the older. When the idea shall be realized fully the adult worker may receive instruction in the public school at public expense at evenings or during his leisure (and frequently, perhaps, during the regular working day).

But will the realization of the continuation idea make everybody socially efficient? Certainly not, but it will open the doors of opportunity to a large number of people who under the present scheme lack such opportunities for educational advancement. In this way America's democracy will tend to become more equitable in opportunity and its people will tend to be more socially efficient. This work already has been begun. An important link in the chain was forged when during the last decade the Congress of the United States enacted the Smith-Hughes Law, but before taking up the history of the movement the limits of the term with which we deal are necessary: Hence, the discussion of the conception of the continuation school is now in order.

The Continuation School Defined

Sneddon says that "a continuation school should be defined to include only schools on which attendance is compulsory for a minimum of a stated number of hours per week within the

ordinary working day of young persons employed gainfully." ³ The chief objection to this definition is the compulsory requirement. Beyond question at the present time compulsory attendance is necessary for the highest efficiency either in the traditional elementary school or in the continuation school; however, either would still remain a school without the compulsory requirement. It would still serve those people who would take advantage of its educational facilities. Hence, this idea is unnecessary in the exact definition of the continuation school.

Taylor defines the continuation school as "a school for persons engaged in useful employment, which gives instruction supplementary to such employment." ⁴ This statement is not acceptable because it has only an industrial significance. The industrial phase is very important; but it, alone, is too narrow. It forms only a part of the truth and not the "whole truth."

Cooley declares that the continuation school is any institution that devotes itself to the further education of "young people who have outgrown the elementary school." ⁵ Neither this statement nor its context points out why the author of it considers the transition to have taken place when the pupil has outgrown the elementary school. According to this statement the high school, the university, and any other school above the eighth grade (or ninth grade in some few cases) would be a continuation school. Then why not say that the elementary school is a continuation school because it continues the development of the pupil above the kindergarten? Why limit the

3 Sneddon, David, Vocational Education, 333.

4 Taylor, Joseph S., A Handbook for Vocational Education, 86-87.

5 Cooley, Edwin G., Vocational Education in Europe, 82.

conception of the term to young people if the broadest sense of the term is used? Of course, it is certainly true that in the broadest sense every act is one of continuation training, but such a conception is broader than the meaning given to the particular institution with which this thesis deals. Hence, this definition is rejected.

Hill says that continuation schools "are schools in which the pupil receives some form of day school instruction at the same time that he is employed in the shop."⁶ A literal interpretation of this statement would lead one to think that the continuation school is designed for pupils who are engaged only in shop work, but this is not so and to avoid confusion another definition must be sought. The real meaning of the last phrase seems to be, "in some occupation,"

The Federal Board for Vocational Education has taken a decided step in advance both in wording and in meaning by declaring that the continuation school is "any school conducted for a limited number of hours during the regular working day. Such a school is open to minors and adults who are entered upon employment".⁷ Since this statement is quite unwieldy and since the institution which is commonly conceived as a continuation school differs regarding the practice of receiving adults into it, this statement also is temporarily unacceptable to the writer. Certainly, students of the problem welcome the day when every continuation school will admit adults as readily as minors.

6 Hill, David S., An Introduction to Vocational Education, 50.

7 Federal Board for Vocational Education, Bulletin No. 19, 1918, 8.

In its broadest sense the continuation school is a school that continues the education of its pupils beyond the regular day school but as it is used in this thesis it means that institution which provides during regular working hours education for persons, usually minors, who are gainfully employed and who are not attending the regular day school. A distinguishing feature of this institution is that it is a part-time school. The pupil works part of the time and attends the continuation school part of the time, the major amount of the said time being spent usually at his work. Hence, the name, part-time school, is very frequently used instead of the term, continuation school.

The continuation school, as it is used in this discussion, does not coincide with the continuation idea. The latter is broader and more comprehensive than the former. It is an ideal which stands before the educational world, while the former is the substance of the institution which is gradually evolving from the traditional public school towards the realization of the continuation idea. The possible future progress of the continuation school towards this end will be discussed in a later chapter of this thesis. For the present, however, it is better to concentrate on the social conditions underlying its justification; then, the growth of the continuation idea and the continuation school itself will be noticed; later, the question of administration and organization will be dealt with; and finally, a more detailed discussion of ideal conditions will be appreciated to a fuller extent.

Arguments for The Continuation School

For a number of years many people have been interested in the continuation idea and a start in the accomplishment of this ideal has been made in the institution called the continuation or part-time school or classes. Chapter II will show the gradual growth in this phase of educational evolution. The interest, however, which has been manifested and which is still so intense is the result of a complexity of situations:

First, the prevalence of illiteracy is in itself a condition of such moment as to convince the fair-minded individual that a serious defect exists in the heart of America's population and that as a result some remedy must be sought. Before the entrance of the United States into the Great War comparatively few people were aware of the amount of illiteracy that existed within its confines; indeed, little attention was paid to this problem except by experts in the field of sociology who recognized the dangers resultant from such widespread illiteracy. The illiterate population according to Towne, in 1910 was over five and one-half million; this means that approximately eight per cent of the people of the United States could neither read nor write.⁸ Ellwood pointed out the relation of illiteracy to crime and suggested a remedy which foreshadowed the continuation school. He said, "The prison census for 1910 showed that 12.8 per cent of the prisoners were illiterate, while only 8.2 per cent of the general population fifteen years of age or over were illiterate; and of the major offenders a still higher per cent were illiterate. The defects

8. Towne, E.T., Social Problems, 31.

in our educational conditions which especially favor the development of crime are chiefly: lack of facilities for industrial education, lack of physical education, and lack of specific moral instruction."⁹

The operation of the Selective Service Act during the Great War brought forth many startling revelations, and one of these was the fact that illiteracy was more prevalent than it was thought to have been. Out of the first two million men chosen about ten per cent of them were illiterates.¹⁰ This discovery of a cosmopolitan condition formed the core for the discussion of many sociological and educational bodies which were concerned with the prevention of illiteracy. Really a great deal was said but considerably less was done.

The percentage of illiteracy, however, is not constant in the various states of the union. The male percentage reaches from 1.7 in Iowa to 28 in Louisiana. Thirteen states have a percentage higher than 10. The female percentage extends from 1.4 in Oregon to 30.1 in Louisiana. Of the native whites who have native parentage the numbers vary from .3 per cent in Wyoming, Washington, South Dakota, and North Dakota to 15.5 per cent in New Mexico; while of the native whites of foreign or mixed parentage the figures begin at .3 per cent in Idaho and Washington and extend to 11.6 per cent in Texas. Of the foreign born whites, however, the percentage varies from 4.8 in Washington to 31.5 in Arizona. The State that has the lowest negro illiteracy is again Washington with 4.3 per cent while the

9 Ellwood, C.A., Sociology and Modern Social Problems, 338-339.

10 Literary Digest, (Editorial) January 11, 1919.

number rapidly advances to the alarming figure of 48.4 per cent in Louisiana. The percentage of illiterate males of voting age in Washington and Nebraska is 2.4 while the percentage of the same class in Louisiana reaches to 28.6.¹¹ What is the meaning of this long array of statistics? It has several meanings, such as that in some states and sections of the United States the illiteracy is alarmingly high, that the traditional public school is not preparing a vast number of citizens for social efficiency, and that something must be done. In the further discussion of the continuation school reference again will be made to its effectiveness as an agent in improving conditions both at home and abroad.

Secondly, the public school as it is traditionally organized and administered is unable to give to "all the children of all the people" the fundamentals which educators agree they should have. The foregoing statistics corroborate this point, but further light may be thrown upon the situation (1) by finding out what those fundamentals are and (2) by making a more detailed study of the number of pupils who fall by the wayside before these aims have been accomplished.

The Committee on The Reorganization of Secondary Education of the National Educational Association summarized the objectives of education in a very satisfactory manner. Inglis, Bobbitt, and others have set up similar objectives. A consensus of opinion seems to agree that the citizens of today should be healthy, that they should have a command of the fundamental

¹¹ Bureau of Domestic and Foreign Commerce, Statistical Abstract of The United States, 1920, 69.

processes, that they should attain a worthy home membership, that they should be vocationally efficient, that they should have high ideals of the obligations and duties of citizenship, that they should know how to use their leisure time in a profitable way, and that they should be of good moral character.¹²

In 1913 Ayres called our attention to the fact that about twenty-six per cent of all pupils entering school did not finish the eighth grade and that about ninety-four per cent did not finish high school.¹³ More recent investigations have revealed the fact that elimination is still very high, even though pupils tend to remain in school longer than formerly. The Commissioner of Education about the middle of the last decade estimated that of every one thousand pupils who entered the first grade in 1906-1907, about 11.7 per cent would graduate from high school and 1.5 per cent would graduate from college. The status of elimination in different communities is not constant, but of course this should be inferred from a knowledge of the status of illiteracy which is partially caused by elimination. Naturally pupils in Cleveland, Ohio, remain in school longer than pupils in New Orleans, Louisiana.¹⁴ Bonner states that 17.8 per cent of the pupils of school age are not enrolled in school and that 44 per cent of the entire school term in 1918 was wasted because of lack of attendance.¹⁵

¹² Bureau of Education, Bulletin No. 35, 1918.

¹³ Ayres, Leonard P., *Laggards in Our Schools*, 14 ff.

¹⁴ Hill, David S., *An Introduction to Vocational Education*, 74-76.

¹⁵ Bureau of Education, Bulletin No. 11, 1921, 6 et 15-18.

Why do so many pupils leave school at such an early age with so little preparation for living? The answers to this question are multitudinous and only a few of the most important reasons are incorporated in this discussion. (1) The limited range of instruction offered in the higher grades of the elementary school and in many of the secondary schools certainly is a factor to be taken into consideration, in any argument for more thorough education. The schools are gradually adjusting themselves in this regard through such agencies as the junior high school and the introduction of vocational studies. (2) The failure of some communities to provide suitable facilities for the education of their children prevents many of them from obtaining a more thorough education. Such communities existed in abundance a few years ago but the number is gradually being lessened through legislation and equalization of opportunity and costs. Nevertheless many districts today contribute to elimination by their failure to provide the necessary facilities for their young people. (3) Another reason for much elimination is the failure of the school to demonstrate its worth to the pupil and to his parents when lucrative jobs are available. This is especially true in an industrial community such as the automobile manufacturing districts of Michigan. Obviously this cause of elimination is inseparable from (4) the desire to obtain spending money. The lure of the fruition of employment very frequently draws the child from school into industry. In many communities an instinctive appeal requires his work in order that he may not be isolated socially from his fellows.

because they have spending money and he does not. (5) The failure of a pupil in school oftentimes tends to antagonize him against the institution. The repetition of the grade is without interest. Tardiness and absence result and the latter is likely to become perpetual. (6) Economic pressure either real or imaginary is, perhaps, the greatest single cause of elimination. Ayres found that about 20 per cent of the children who in the elementary schools of six large cities left school did so because of this reason alone while over one-third of the children who left the high schools of the same cities did so for the sole purpose of going to work.¹⁶ Economic distress is a social evil that cannot be eradicated. It always will remain a cause for elimination unless legal relief can be obtained in such sufficiency that the pupil and the people who are dependent partially or wholly upon him will be able to live without his support.

If the eliminated pupil is followed into industry his short-comings cannot but be noticed. His needs show the importance of the continuation school. Why not force him back into the traditional school and compel him to remedy his deficiencies? Such an idea is absolutely preposterous. If he belongs to the last group mentioned above, often he must either work, starve, or become a public charge, and he can choose only the former. If he belongs to one of the other groups his presence in school, if he is forced to be there, is often a menace to the discipline and progress of the school. Give him an alternative whose function is to educate him while he works is the argument advanced by the exponents of the continuation school.

16 Ayres, Leonard P., *Laggards in Our Schools*, 100 ff.

Since the eliminated child has not been educated adequately he is unable to secure the most promising industrial positions. Hence, he must accept whatever position he can get, a job which the better trained have refused and which has little or no possibilities for the future. He must begin at the bottom of the great industrial ladder and must stay there unless further education is provided for him. Very frequently he drifts about from one "blind-alley" job to another and seldom attains his dwarfed ambition. Hill made an investigation which is valuable in this connection:

"Twenty-five cases selected by the writer at random from among more than a thousand boys under fifteen years of age, have records of from four or five jobs during the first year out of school. These young boys stated the jobs they had already tried and also their preference or 'ambition'. E.g., Boy A: Errand boy, plumber's helper, office boy, in grocery,-ambition, bookkeeper; Boy B: Wagon boy, office boy, clerk for soap company, office boy,-ambition, civil engineer; Etc."¹⁷

The cases cited above are representative of a legion of others which show the hapless wanderings of children who ought to be in school. Mays suggests that only about twenty-five in every four thousand of these unprepared children hold one job longer than two years.¹⁸ The great tragedy lies not so much in their inability to progress but in the fact that there is not sufficient opportunity given for them to learn how to progress and become self-supporting so that they will become an asset

17 Hill, David, S., An Introduction to Vocational Education, 80-81.
18 Mays, A.B., Lecture on Continuation School Pupils.

rather than a liability to the community in their later years. In this work the continuation school can be of a great service. Kerschensteiner showed that in Munich it really was of much value in this capacity. He gave statistics showing that in 1890 about 1000 of the eighth class boys went into "blind-alley" jobs, while in 1898 after the continuation school was in operation only 250 went the same road, and in 1908 only 50 entered the "blind-alley" trades.¹⁹

Thirdly, the prevalence of poverty and pauperism makes a more urgent demand for better educational results not only in America, but throughout the world as well. Towne says, "For the country as a whole, and for years of average prosperity, probably as fair an estimate as we can make is that about 15 per cent of all the people are living in poverty. This would make the number in the United States today about fifteen million, including of course the five million dependent upon some form of public relief."²⁰ In speaking of the causes of poverty Ellwood correctly asserts, "Defects in our educational system are certainly productive of poverty. Ignorant and illiterate persons are much more liable to become dependent. In particular the lack of industrial training in our public schools is a prolific cause of dependence in our complex industrial civilization."²¹

The continuation school offers abundant opportunity for the education of the worker along industrial lines after he has become engaged in industrial pursuits. It is an institution limited to the education of this large group of people and it

19 Best, R.H., and Ogden, C.K., *The Problem of The Continuation School*, 29-30.

20 Towne, E.T., *Social Problems*, 289.

21 Ellwood, C.A., *Sociology and Modern Social Problems*, 309.

is peculiarly adapted to the performance of this vital work. No claim is made that the continuation school will blot out poverty and pauperism because many factors enter into the production of these social evils. Many cases are purely pathological and can be treated on no other basis; and such a case is outside the province of the continuation school which is an agency destined to contribute a large share to minimizing these evils by assisting in destroying the causes for their existence.

Fourthly, the extent of poor health and physical incapacity shows that instruction in preventive and corrective measures should not be limited to the elementary school but that it should be continued even after the worker has entered upon his vocation. The Selective Service Act operating in the Great War revealed the fact that about fifty per cent of America's best manhood were unfit physically to serve their country.²² Since a large part of these physical disabilities could have been prevented if attempted in time the continuation school has a function in this respect. It can educate along preventive and remedial lines in regard to disease and accidents. Inasmuch as the mortality rate of young children and adults over forty-five years of age is so much higher than that of those people who come under the provisions of the Selective Service Act the findings of these results are likely to be too low for the entire population of the United States.²³

22 U.S. Surgeon General's Office, Defects found in Drafted Men, 1920, 29 et 73.

23 Bureau of Foreign and Domestic Commerce, Statistical Abstract of The United States, 1920, 80-81.

The workers in industry should know how to avoid accidents whose numbers are appallingly high. At least thirty-five thousand workmen are killed and two million are injured in industrial accidents annually. An estimate states that at least one-half of these accidents can be avoided if proper instructions are given to the laboring population.²⁴ The experience of the writer in the coal mining district of the Middle West shows that any instruction as to dangerous parts of the mines, such as "old works" that have been bratticed off, is only casual. Explosions occur as a result of gas ignition in such districts. The \$62,500,000 and the man power that could be saved by such prevention would go far towards financing the continuation schools which among other agencies would teach prevention and employ corrective measures wherever needed.

Fifthly, the inability of the common people to adjust themselves when a transfer of jobs is made is an argument for some kind of specific instruction whereby the worker can learn the job at the time when he is employed at it. This maladjustment of workers is especially noticeable during a period of financial and labor depression. The crisis of 1921 is highly illustrative in this connection. Nearly every metropolitan newspaper spoke often and at length of the serious condition and at the same time printed advertisements of "HELP WANTED". Certainly none would accuse the newspapers of inconsistency in their actions. The trouble lies in the fact that industry is so highly specialized that the task of transferring from one job to another is usually very difficult and if the industrial concern does not teach its

²⁴ Towne, E. T., Social Problems, 356.

new employees, with few exceptions they must learn for themselves. Very frequently the job or trade cannot be mastered alone or in a short time. Hence, the laborer who is idle cannot in many cases even obtain the position.

Yet there exist a great many jobs and trades which can be learned in a short time if instruction is available while work is being done. Various firms are too small to profitably maintain a training school for their employees and very frequently they have vacancies which can be filled by many persons if some way were provided for their learning how to perform the duties of the particular job or trade. Again the continuation school has an urgent duty to perform. It is valuable in this respect not only in periods of depression and in cases of seasonal fluctuations in the demand for labor, but also in irregular cases of employment in sundry industries. It cannot eliminate but it can lessen the great unemployment evil.

Sixthly, the passage of the Lever Act and of the Sedition Acts during the late struggle with the Central Powers was an action which in ipso recognized the necessity of education for democracy. Perhaps one of the principal reasons for the passage of these laws as well as of some others was the enormous immigration of the "newer type", which came in such large numbers prior to the outbreak of the European conflict, and which is coming again as fast as is permissible. These people most of whom are uneducated collect in some sections of the large cities and settle in communities in the smaller ones until nearly every industrial center of importance has its "Italy", "Austria" and other communal epithets. If these people are to become American

they must be taught Americanism. The continuation school can be of vital assistance in this great movement for Americanization. It is true that in its present form the continuation school reaches the adults more indirectly than directly, but the reaching of the young immigrants and of the immigrants' children who are between the ages of fourteen and eighteen is notably worthwhile.

Americanization is not limited to immigrants alone: neither should it be under present conditions. The continuation school can be of service among many native-born Americans. "Really to Americanize America we must reach the native-born and the immigrant, the adult and the child in school; and incidentally our task of Americanizing the newcomer will be rendered comparatively easy if we can but succeed first in Americanizing ourselves."²⁵ The gradual extension of the suffrage implies a wider use of it. No other agency, perhaps, will have a better chance to teach the adolescent in industry his rights and duties toward his neighbor, community, state, and nation than the continuation school, because it has an opportunity to reach a great number of people who have not learned the fundamental principles of democracy elsewhere. Indeed, civic instruction occupies an important place in the curriculum of the continuation school.

Seventhly, education for leisure time is a problem whose importance is becoming widely recognized. Pound says, "Education for leisure, under the conditions of automatic production, is education for life..... What is the first requirement for the right use of leisure ? Self-restraint.....Need for self-restraint increases in proportion to affluence....It follows that knowledge,

²⁵ Mahoney, J.J., "Training Teachers for Americanization", Bureau of Education Bulletin No. 12, 1920, 14.

as the chief restraining influence in the youthful mind, is the substitute that education must establish in place of the set of controls which formerly resulted from the young man's poverty or fear of poverty.²⁶ Pound proceeds to point out that the child should be taught thrift, ideas of law, history, literature, science, art, and music because they give a meaning to life and an inspiration to leisure. "Finally, there should be a complete system of continuation schools wherein those who desire to use their labor-bought leisure, by securing further instruction could be accommodated on their own time. All graduates presumably will have been so far inoculated with the intellectual virus that they will go on improving their minds at leisure, to some extent thus demonstrating on a wide scale that education is not a matter of youth, but of life."²⁷

Considerable credit is due the public schools for what they have done for the cultural growth of America, but observation shows that much still remains to be done. Many people do not know the joys of a life of intellectual appreciation; they remain outside the realms of good music, literature, dramatics, painting and sculpture. The "jazz", yellow literature, the public dance, movies, gambling, chewing gum, and red lemonade have strong attractions which should be eliminated or at least controlled. This can be done only by means of a positive program. Since the class of people to whom these lighter attractions most appeal are those who have not learned self-restraint, several agencies should be set to work to teach them to control their appetites, passions, and desires. The children between the ages of fourteen and eighteen who are forming ideals of conduct which are lasting, 26 Pound, Arthur, "The Iron Man", Atlantic Monthly, Oct. 1921, 438-449. 27 Ibid., 441.

should have positive programs placed before them. No agency is better fitted to reach that part of these youngsters who have severed relations with the regular day school and have entered industry than the continuation school. The crusade must be begun before long and the continuation school must be considered as one of the agencies whose aid can be utilized.

Eighty, the problem of the conservation of the natural resources of the United States in the last few years has attained a position of much prominence. The federal government has carried through a magnificent program for the continuous conservation of certain forests and timber reserves. It also has reclaimed vast tracts of land by great irrigation projects and has made a wider acreage possible by the drainage of certain marsh lands. Only the beginning has been made; the federal and state governments must go still further. They owe a duty to the future generations of this great republic to conserve the other natural resources which so abundantly bless its vast domain. The conservation of peat, petroleum, natural gas, the metals, and their products is a more difficult problem. If exploitations in these products should continue at the same rate as at present for one hundred and fifty years the supply would almost, if not completely, be exhausted.²⁸ Such luxuries as pleasure-riding, superfluous lighting, and waste of fuel, either directly or indirectly, should be checked by voluntary action. The continuation school promises to have a prominent part in this program due to the fact that it reaches a class which does not have a knowledge of the consequences of such waste and exploitation, or if they do who take the attitude of Louis XV of France, "After us, the deluge."

Ninethly, obedience to common social principles which have been approved by society is an ideal which is fundamental to a democracy as well as to any other social organization. If the ethical is the ideal aspect of behavior certainly public opinion must be enlightened. The continuation school has a tremendous advantage of many other institutions as an agency for inculcating morality. It reaches a great multitude that hardly can be reached in any other manner, some of whom belong either to the immoral class or the unmoral class. Perhaps at the critical period of life the right kind of moral instructions would save to society many lives of usefulness as well as large economic returns and money that as a result of law-breaking would be expended for re-proof and reformation.

If the great hypothesis that moral development depends to a large extent upon intellectual growth is true, it logically follows that society must have the maximum of education in order to possess the highest ethics, other things being equal or approximately so. Then if intellectual growth and education are synonymous the continuation school is justifiable on purely intellectual grounds because it can give to many adolescent workers education that they will not get unless they get it in the continuation school or in some substitute for it. The social studies offer abundant opportunity for the teaching of obedience both to civil and to moral laws, not as pure abstractions but as real truths existing in a social environment.

No argument is advanced in this thesis that the primary function of the continuation school is to teach religion, but this institution can aid materially in giving proper ideals of

conduct, be they either ethical or religious. Neither do the promoters of the continuation school claim that it is a panacea for the social evils that have been mentioned in the foregoing pages, nor that it will cure any one of them. Nevertheless it is peculiarly fitted to reach many people who hardly can be reached through any other source. As this institution exists today it can do much to improve the efficiency of the social group. As it should exist when it shall be fully grown, it will have an opportunity to reach nearly every home in the land and to assist the intellectual group as well as that group which it now serves so successfully where it is established.

Arguments against The Continuation School Refuted

The opponents of the continuation school claim that its existence will be an excuse for certain pupils' leaving the traditional school sooner than they otherwise would do. Their parents may be led to believe that their children can profit from the continuation school as much as from the older schools; and therefore, they will encourage attendance at the continuation school when, if it did not exist, they would not consent to their children's leaving school. Hence, instead of adding to the social efficiency of the nation the continuation school would be detracting from it. In order to test the validity of this argument which, if true, would seriously handicap the growth of this institution and lessen its efficiency the author made a rather wide inquiry into this matter in Illinois. The results were surprising because the principals in every case testified that no

such a case had ever come to their knowledge in their respective schools. On the other hand they stated that they knew of several instances where the continuation school was the means that had led a goodly number of pupils who had left the regular schools, back into that institution which they had so willingly or reluctantly left not many days or months previously.

In the second place, the argument is advanced that the continuation school will increase the tax rate materially. This argument cannot wholly be refuted but it can be answered partially in that the children between the ages of fourteen and eighteen who are in industry are entitled to have as much money spent on their education per capita in proportion to the results obtained as the children who regularly or irregularly attend the elementary or the high schools. Again, much of the work done by the pupils can be placed on a production basis so that the returns of it will be a means for the partial support of the institution. A part of the seemingly high cost is eliminated frequently by the inauguration of certain continuation schools in the plants of industrial concerns, as is done in the packing industry of Chicago. In such cases usually the corporation furnishes the rooms, equipment, and supplies while the local district is required to furnish a part or all of the teaching corps (and occasionally some or all of the equipment and supplies). As a safeguard in the interest of the public the schools thus established are usually made a part of the local school system subject to its inspection and direction.

The maintenance of both of the above objections at the same time is inconsistent since the former presupposes that the pupils are drawn from the regular school while the latter assumes

that very few are thus obtained or that the per capita cost in the continuation school is far more than it is in the elementary and high schools. It may be true that some pupils will be drawn from the all-day schools as a result of the establishment of continuation schools and it certainly is true that the expense of the continuation schools must be met. However, the added expense will result more from the entrance of pupils who are not in school at all than from those who transfer from the all-day schools. If the opposite were the case, the continuation school could not be justified. Some increase in expenses will result and public taxation will be used in most cases to pay the bills, even though the amount required for this purpose is considerably less than that required to maintain the regular schools. This is a practical situation. If the people want the continuation school are they willing to pay for it?

In the third place an argument can well be advanced that such a curriculum in the junior and senior high schools, as some few of the advocates of this objection favor, would accomplish the same results as the continuation school and at a less expense. Such an innovation does not differ from the continuation school. Both have the same aims and employ like means in accomplishing them. Since the organization of the continuation school differs so widely in different cities the upshot of the whole argument is that the opponents who advance this argument are advancing the continuation school idea and are contending for a principle that the author lays down in a following chapter.²⁹

A fourth argument against the continuation school is that teachers who are properly qualified cannot be obtained. There

is some truth in this argument. At the present time the demand for teachers with the requisites necessary for success in the continuation school has not been created sufficiently. It is axiomatic that such a supply will never exist until such a demand has been made. A similar argument was advanced in California against the bill which provided that a year of advanced work beyond the bachelor's degree should be a requisite for high school certification, but the bill became a law and during the Great War when other states were needing high school teachers, California was supplied pretty adequately. Two reasons were primarily responsible for this situation; In the first place teachers were imported from other states; and in the second place more teaching timber was attracted because of the resultant better conditions. Certainly the economic laws of supply and demand must be taken into consideration in the discussion of this problem. Since the history of the continuation school movement shows that its adoption has been gradual the problem of teacher shortage is less acute than it would be if the movement became instantly cosmopolitan. When all factors are weighed and the balance is struck, if the fact is kept in mind that our normal schools and universities can train men and women who desire a career in this field, the problem becomes far less serious.

Another argument which is advanced against the continuation school again refers to the teacher situation. A contention is made that this institution will draw the best teachers from the elementary and high schools. This is true to a certain extent and, perhaps, it should not be lamented as much as seems

to be the case. The adolescent in the continuation school needs a superior type of teacher just as much as, if not more than, the adolescent in the junior and senior high schools. The withdrawal of some of the best teachers from the latter schools will make a greater demand for more superior teachers in these institutions. As a result better conditions are likely to follow and this means that better timber will be attracted into the common schools. Every teacher should work where she can do the greatest service and it is the problem of the administration to effect this condition. This objection seems to be so closely connected with the preceding one that the remedy in the former will apply equally well to the latter.

An argument which was expounded a few years ago but which seems to have much less weight today is that the continuation school creates class distinctions and makes more marked those classes which already have been created. The experience of Germany was cited as proof but little consideration was given to the basic educational plan provided by that country. The experience of the American system, on the contrary, tends to show that the pupil has really more liberty in the choice of a vocation if he attend a continuation school than if he pursue the regular course in the traditional schools. This is true because the latter usually prepares for college while the former prepares for an immediate vocational career as well as for the responsibilities of citizenship. It tends to prevent the pupil from falling into the "blind alley" class and to make out of him a citizen worthy of his community.

Perhaps the greatest argument against the continuation school is the fact that funds are not available at the present time and that the legislators are afraid to take a stand for any movement that can be construed as financially dangerous to their constituents. This condition has been a great stumbling block in the way of the progress of this institution. The lamentable experience of Illinois bears witness to this fact.³⁰ Perhaps the best answer that has been given to this objection is that taxation more nearly equalized would provide for the support of the continuation school without material injury to the other educational institutions or to the public. Except some readjustment takes place it seems that the only hope for the success of an universal acceptance of this institution lies in the legislators of the various states whom only time and experience must convince.

The Function of The Continuation School

In its broadest sense, the continuation school should give the pupil whatever instruction he needs to make him socially efficient. This much may have been inferred already from the foregoing discussion of the needs that justify the existence of this very important institution. It is an agency designed to educate the pupils who attend it while they are employed and at the same time to induce them to seek more education.

The problem of continuing the education of the pupil is very closely related to the problem of making him socially efficient. Few people are likely to deny the fact that the juvenile worker who comes from the traditional public school

³⁰ Infra, 51 et ff.

at the age of fourteen ought to have more education. Seldom does he have a command of the fundamental principles that are necessary for a complete life, because he has attained only a part of those educational objectives which society deems necessary for success. Hence, he is in need of further education and it is the function of the continuation school to furnish it to him in such substance and quantity as he most needs and desires. It trains the worker to do his task better if his interests lie in the field in which he is employed. Frequently, it shows him that he has the ability to advance to a higher position for which it continues to prepare him. In either case it has a specific function to perform by increasing his fund of general knowledge.

This modern educational institution intends to educate the young workers in industry under public direction and at public expense. The training usually being general as well as specific does not produce a stereotyped product, a worker who cannot transfer from one field to another, as does that of the average privately owned schools which are conducted solely by large industrial corporations. This assures the pupil of an equal industrial opportunity in the sense that his training will not make him wholly dependent on some great industrial firm or set of corporations.

The continuation school is designed to give the youth who has left school because of economic pressure further education. Unless elimination which results from pecuniary necessity shall be ended by legislation which shall provide for the family or for at least the child and for those people who are dependent

upon him for support and which shall provide a fund that will sustain life during the time required for the completion of his elementary and preferably his secondary school work some institution must be utilized which will enable him to earn a livelihood and at the same time contribute to the support of those persons who are dependent upon him during the time that he is obtaining an acceptable education. In this respect the continuation school serves a rather unique purpose.

Dewey thinks that one of the real values of any education is the effect that it produces on the subject by causing him to advance further into the educational realm.³¹ If this is a true criterion of the value of an educational institution certainly the continuation school must rank very high. In the first place the pupils continue their educational advancement in the continuation school which is not infinitely separated from the school of life. Then pursuing the zeal which has been developed further in their stay in the continuation school, sometimes they enter the technical school, specialize in some important line of work, and become citizens who are valuable assets to their communities. A large number of these pupils are shown the value of a liberal education and their own possibilities. As a result, they often enter the full-day school with a better knowledge of what industrial life is and with a determination to prepare themselves for their station in society.³² Hence through the agency of the continuation school many people receive an education much higher than they would have received had

31 Dewey, John, Democracy and Education, 62.

32 Supra, 25.

it not been for their connection with this very valuable institution.

The specific functions which the continuation people claim for their institution are: that the pupils are taught how to better perform the tasks which they have to do in the industrial world, if their positions are commensurate with their abilities; that many are led into and prepared for higher positions, if the ones in which they are employed are incommensurate with their abilities; that a large number of pupils are led back into the full-time schools; and that all are better prepared for their stations in this great democratic society.

Summary and Conclusion

All education is an evolutionary process which is determined by the thoughts and feelings of society. A widespread opinion has been current for a long time that everybody should have an equalized educational opportunity. The desire to make this opportunity accessible to those people who have left the school and entered into industry may be called the "continuation idea." However, the realization of it is far in the future, but the continuation school which generally is limited to juvenile workers is one step in advance towards the realization of the "continuation idea," even though this school is embryotic in form. This institution has been variouly defined; as it is here used in a narrow sense it is a school that during working hours provides education for persons, usually minors, who are gainfully employed and who are not attending the regular day-school. It is a part-time school.

The prevalence of illiteracy, the enormous elimination from the traditional public schools, the large amount of poverty and pauperism, the universal extent of poor health and physical incapacity, the general lack of efficiency among workers, the widespread need of civic and social education, the cosmopolitan misuse of leisure time, the ecumenical need for conservation of natural and human resources, the deficiency in the moral conduct of many citizens justify the existence of an institution that will educate the industrial population along the lines of right living and social efficiency. The continuation school is peculiarly fitted to assist in the prevention and elimination of many common social evils as well as to prepare for industrial success, despite the attacks made upon it by its enemies who argue that it would tend to increase elimination, that it would materially increase the tax rate, that the functions claimed for it can be accomplished as well in the schools that now exist, that properly qualified teachers cannot be obtained, that the now existing schools would be harmed by the transfer of their best teachers to the continuation school, that it would promote class distinctions and thereby be undemocratic, and that funds for its maintenance are not available and cannot be obtained. This long train of argument against the continuation school seems to be partly refuted from theoretical considerations and the experience of those communities that have inaugurated a scheme of continuation education apparently throws the weight of evidence on the side of this institution.

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Chapter II

A Brief Survey of The Continuation School Movement

The German Continuation School

The history of the continuation movement in Germany may be traced back to the Sunday Schools of the sixteenth century.¹ In these institutions instruction in church catechism, reading, and writing was given to pupils after they had left the elementary schools as well as to those pupils who were unable to attend the regular elementary schools.² Sunday School attendance became compulsory in Wurtemburg in 1739 and in Bavaria in 1803. In the latter state a certificate stating that the candidate had completed his course in the Sunday School was a prerequisite to marriage. Frequently education of this sort in this institution was all that a young man was able to obtain, because of the fact that his domestic duties made attendance at the week-day school impossible. However, due to the lack of school facilities and properly trained teachers the laws were not strictly enforced. In Saxony from 1835 to 1859 the enforcement of compulsory attendance laws was fairly successful, but the growing universality of elementary education put a temporary end to this early form of continuation school.³ Some ten years later, the movement was revived.⁴ Under the terms of the 'Regulation of Industry' of 1869, employers were compelled to allow their

1 Cooley, E.G., Vocational Education in Europe, 78.

2 Sadler, M.E., Continuation Schools in England and Elsewhere, 520.

3 Ibid., 521.

workmen under eighteen years of age to attend a recognised continuation school, and the communes were empowered to frame bye-laws making attendance at such schools obligatory on all workmen under eighteen.⁴ Under the influence of the Society for The Extension of Popular Education schools were quickly established; especially was this true in the larger cities. So great was the movement that the success of Germany in the Franco-Prussian war was attributed to some extent to the success of the new continuation schools of the Fatherland.⁵ The continuance of the German Empire's rapid growth seemed to depend on its ability to keep pace with the industrial development of England, but this result was accomplished largely through the teaching of trades in the continuation schools. The outcome made the continuation school a popular institution and caused it to experience an unprecedented growth. By 1900 this institution was accepted as a matter of fact and was permissibly legalized by imperial edict while under the leadership of such men as Kerschensteiner the present system was given form.⁶

Kerschensteiner took the position that the primary schools could not effectively educate for citizenship since the child's experiences were too limited at the time of his instruction there, that at the age of fourteen systematic education stopped at the point where the moral control of the boy was most difficult, and that the continuation school was the appropriate

4 Ibid, 522.

5 Ibid, 522.

6 Sadler, M.E., Continuation Schools in England and Elsewhere, 520-524; Monroe, P., Cyclopedie of Education, (See "Continuation Schools").

institution to bridge the gap between the time when the boy left the primary school and the time when he entered military service.⁷

Since that time and largely through the efforts of Kerschensteiner the continuation school in Germany has grown to be a highly specialized institution.⁸ A little reflective thinking about the significance of the statistics contained in the following quotation will give the reader some idea of the enormous importance of the continuation school in Germany some ten years ago:

"At the close of 1911 Germany possessed about 3,300 industrial continuation schools, of which nearly 3,000 were under obligatory ordinance. The number of pupils was approximately 550,000. The commercial continuation schools not included in the foregoing totals numbered at the same time 7,700 of which only 80 were not under obligatory regulations. The number of pupils in the commercial schools was in round number 90,000 boys and 12,000 girls. Agricultural continuation schools are very numerous in Prussia, Bavaria, and Alsace-Lorraine. For all Germany the number was 1,700 obligatory and 3,500 optional. They comprise together about 84,000 pupils. In addition to the continuation schools having a vocational purpose, there were in Germany at the close of 1911, 16,000 continuation schools for general instruction, attended by 350,000 boys and 250,000 girls. The foregoing statistics do not include the continuation schools of an industrial character for young women; since, as a rule, these have not been brought

⁷ Kerschensteiner, Georg, *Education for Citizenship*.

⁸ Henderson, E. F., *A Short History of Germany*, 535-541.

under obligatory orders, it is difficult to secure exact statistics relating to them. The reports indicate, however, that great interest is taken in the domestic training of young women in the Grand Duchy of Baden and in Alsace-Lorraine. As a general rule the continuation schools are supported by the communes, with the aid of chambers of commerce, commercial societies, trades unions, etc. The annual expenditure of the schools of this order is estimated at 22,000,000 marks (\$5,236,000); of this total the communes supply 10,500,000 marks, the State 6,500,000, and the employers and pupils in the way of fees 4,500,000. The balance is met by voluntary subscriptions. The communes also furnish housing, light, heat, etc., for the schools."⁹

The Great War which changed the government of Germany from a monarchy to a republic abolished class distinction so far as nobility of birth was concerned. However, since the aristocracy during the old regime had never attended the continuation schools and since this did not materially increase the population of the lower classes, the burden on the school was not appreciably augmented. In fact the assumption seems to be justified that due to the decrease of the birth rate during the war the number of people to be served in the present decade will be no larger than the number served in the past decade. But on the other hand, those people who are served must be so well served that industrial Germany may be quickly reconstructed. Hence, this will mean that more industrial education must be introduced to meet the needs of the people.

⁹ Report of The Commissioner of Education, 1913, I, 818.

Both handicrafts and mechanical arts must be taught. This will mean, probably, that the work of the continuation schools will become more highly specialized and that more general education will be introduced as Germany becomes restored to a normal condition. As the law stands at the present time all pupils who leave the elementary school at the age of fourteen still have to supplement their education in the part-time school.¹⁰ Hence, the continuation school is one of the vital parts of Germany's education.

The Continuation School of England

The Sunday School movement in England may be mentioned as one of the first steps towards the realization of the continuation idea. Sadler divides the history of the "overlapping series of efforts for further education" into four main divisions.¹¹

The period from about 1780 to 1833 when the first parliamentary vote for the purpose of education was taken extends through a very important part of the Industrial Revolution and the fight for political reform. The idea was given expression through charitable instruction in religion, and this phase was soon followed by night instruction provided by certain benevolent textile employers as well as by ministers of the Church of England. Self-supporting schools were then established, and in these such young men as George Stephenson, the pioneer in the modern railway movement, learned how to read about topics of their own special interests.¹²

10 Sandiford, Peter, "Education in New Germany", Survey, Jan. 17, 1920, 436.

11 Sadler, M. E., Continuation Schools in England and Elsewhere, 5.

12 Ibid., 5-9.

The second period extends from about 1833 to the general European revolutions of 1848. The Industrial Revolution had started the growth of the "factory system", and more adults were being employed in the factories. Hence, this period was characterized by a widespread movement for the continued education of adults. The initiative was private and the crystallization of opinion during this period did much to prepare for the next era.¹³

The third period, from 1848 to the passage of the general Elementary Education Act in 1870, saw the ideas of the former period put into practice and improved by such men as Frederick Denison Maurice who in 1854 founded the Working Men's College in London. The new improvement was expressed in the founding of a number of universities with a civic scope and in the writings of Carlyle, Ruskin, and Spencer. Carlyle in his "Chartism" asked for social reform; Ruskin while a teacher in the Working Men's College assisted Maurice; and Spencer taught the philosophy back of the movement and by use of illustrations did not suffer such embryotic beginnings as Pestalozzi undertook at Neuhof to go unnoticed. During this period the state was more and more assuming an educational interest, perhaps largely due to the activity of the promoters of the continuation idea.¹⁴

The fourth period in this development began about 1870 and has continued into the present decade. "One result of

13 Ibid., 9-10.

14 Ibid., 10-13.

the synthetic view of national education, which is the distinctive mark of the period, has been a convergence of thought upon the problem of the continuation school" as the term is used in this thesis.¹⁵ In England only a few years ago the most widely known form of continuation education was the Evening Continuation School which functioned both in urban centers and in rural communities.¹⁶ This institution, however, seems to be a survival of practices from the time when the working days were very long and when continued instruction was given only at the close of the working day.

The continuation school as it is defined in this thesis is of very recent date in England. The Education Bill of 1917 for England and Wales inaugurated a national campaign for part-time schools which were to be similar to the American institution with which the writer is dealing.¹⁷ This is shown by Mr. Fisher's speech which was made at the time when he introduced the bill into Parliament. He said, "The school attendance provision amounts to this: That young persons who are not undergoing full-time instruction will be liberated from industrial toil for the equivalent of three one-half days a week during forty weeks, two half-days to be spent in school while one will be half holiday. Under the terms of the bill the local authorities are compelled to consult industrial and other interests and to establish a variety of types of schools.

15 Ibid., 13.

16 Ibid., Chaps. II to VI.

17 Federal Board for Vocational Education Bulletin No. 19, 1918, 22 et 48-49.

The Schools are to continue the general education on the foundations of the public elementary schools, and to give it an additional vocational bias with the aim to produce good citizens. Are 8 hours a week for 4 weeks sufficient? Having regard to the practical objections that it would be difficult to provide teachers of ability, that it would require large expenditures and a disturbance in the labor market, I came to the conclusion that 8 hours per week would be the practical starting point. At the same time I should not like it to go abroad that I gave the period of 8 hours a week as an ideal. Young people should be regarded as subjects of education and not as parts of the industrial machine. The bill makes provisions for the extension of hours at some later time. Industrial efficiency will be increased and the employers will get their return in the development of the character of the people. The only objection to the bill came from one member who believed that the proposals for raising the school age would not be approved by the people who had to obey the law." ¹⁸

This bill afterwards was withdrawn, but a modified form of it subsequently was introduced. It provided for compulsory day attendance at continuation schools from the age of fourteen to the age of eighteen.¹⁹ This was an endeavor to establish a continuation school that would provide for general education, that would provide for vocational and civic efficiency, that would not consider the pupil as merely a cog in the great industrial machine, that would be manned by teachers who were

18 London Times, Education Supplement, August 16, 1917.

19 Editorial, Journal of Education, London, Sept., 1917, 507.

Federal Board for Vocational Education Bulletin No. 19, 1918, 22.

well prepared to do their tasks in a manner suitable to the state.²⁰ The Continuation School Act was passed in 1918 and it is gradually going into effect.²¹ It provides that all children between the ages of fourteen and sixteen who do not receive an equivalent education elsewhere must attend the continuation school at least 280 hours per year. It requires attendance during the day and the employers to arrange the work of the pupils in a manner convenient for such attendance. The act further provides for cumulative attendance in the fact that by 1925 the maximum age limit will be eighteen and the number of hours to be spent in school will be 320.²² The act was not intended to go into effect simultaneously in every city and hamlet of the kingdom. Mr. Fisher, as President of the Board of Education, which was to put this measure into operation has been given considerable powers in initiating the enforcement of this law. He requires its enforcement in those districts where existing means are sufficient in quantity to provide for the school, while in those communities that have no provision already made he will not enforce the law until 1925 at which time they will be compelled to vote taxes to conduct the schools. In the meantime, however, he advises the latter towns and counties to establish voluntary schools.²³ A recent report on the success of the continuation school of England shows that this institution is fulfilling an urgent need in that country despite the local problems that continually

20 Federal Board for Vocational Education, Bulletin No.19,1918,22

21 Editorial, Journal of Education, London, Sept., 1918, 525.

22 Editorial in School and Society, Jan. 17, 1920; 89.

23 Editorial, "Voluntary Continuation Schools," Ibid., 166.

confront it.²⁴ On the other hand, no information to the contrary has been found in the research done for this thesis.

The French System

In France a beginning towards the carrying out of the continuation idea dates as far back as the sixteenth century, but the very nature of the French government prevented its progress to any great extent.²⁵ Two hundred years later Rousseau voiced its philosophy and set such men as Turgot to thinking, but the removal of this minister and the political upheavals of the eighteenth and nineteenth centuries prevented the realization of Turgot's ideas and Rousseau's ideals. It seems that just when conditions were settled enough for a plan to be formulated a change in government dissipated all hopes for its success.²⁶

Nevertheless, in 1875 M. Greard made public a plan for adult classes. By 1884 the plan was made universal by legal statute. In 1905 nearly 500,000 pupils were attending the French form of the continuation school which is somewhat different from the American institution that is under consideration. Attendance was only voluntary, but a movement for making it compulsory was begun.²⁷

The Cours d'Adultes or French Continuation School meets usually in the evening, but compulsory attendance still is not required because it has never been made statutory. Mixed classes are found only in large towns. State, department, and town subsidies are given for the support of these schools or classes.

24 Stewart, J. J., "The New Continuation School", *Journal of Education and The School World*, February, 1921.

25 Sadler, M. E., *Continuation Schools in England and Elsewhere*, 576.

26 *Ibid.*, 577.

27 *Ibid.*, 579 et ff.

Anyone approved by the mayor, prefect, and academy inspector may conduct classes in or open a Cours d'Adultes.²⁸

In 1918 M. Viviani introduced a bill into the Chamber of Deputies to require attendance during working hours of all children below the age of seventeen who were employed. This bill had the approval and support of the minister of commerce and the most influential business interests of France, but the time was not ripe probably because of the military policies which the French adopted on account of the fear of the Germans.²⁹

Continuation Schools in Some Other European States

Switzerland has a decentralized system of continuation education. The schools providing this education are of fairly recent date, although preliminary experiments date back many years.³⁰ These schools are under the very democratic political organization of the local units. Pressland says, "the administrative talents of the nation are directed towards education in the absence of large external interests.... Great progress is being made with the continuation school, and...the Swiss spare neither money nor effort in perfecting them. In Switzerland the deserving apprentice does not find his instruction left to the chance events which modify a daily routine, for continuation schools are always within reach. And for their maintenance and success, he must thank the cooperation of the State, the

28 Ibid., 517 et ff.

29 Federal Board for Vocational Education, "Part-Time Trade and Industrial Education," Bulletin No. 19, 1918, 23.

30 Sadler, M.E., Continuation Schools in England and Elsewhere, 548, et ff.

employer, the trade union and the teacher."³¹ Since the Swiss systems of education differ so materially this state has been called aptly "the educational laboratory of Europe."³² It is sufficient to say that the continuation school is accepted very widely by this great democratic people.³³

Various types of part-time schools are found also in Italy, Holland, Austria, and Scandinavia.³⁴ As a rule they resemble the German system in such particulars as organization, content, methods and aims, but since they have had little or no effect on the American institution perhaps the greatest value that they have for the United States is that they reflect the cosmopolitan view of how other nations feel concerning the continuation school.

The American Movement

The philanthropic spirit which expressed itself so strongly across the Atlantic put the continuation idea before the people of America at a very early date in colonial history. Its expression, as in England and elsewhere, was voiced in the Sunday School movement although the same idea had been expressed partially by such other movements as that for apprenticeship education in Virginia.³⁵ The former, however, was more aggressive. It undertook the publication and furnishing of various books at a very low rate because it thought them necessary for effective Sunday School Instruction.³⁶

31 Ibid., 575.

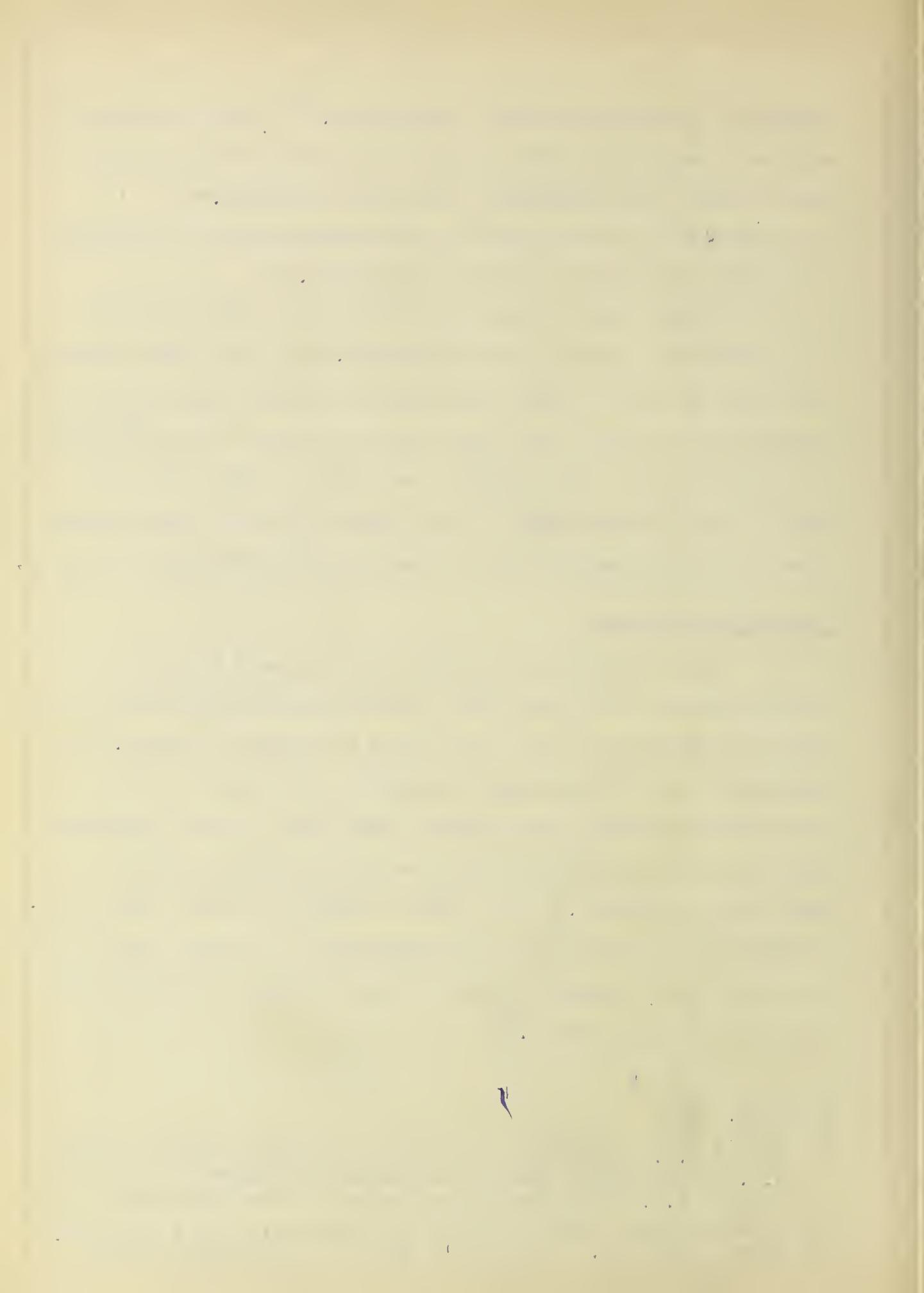
32 Ibid., 574.

33 Ibid., 574.

34 Cooley E.G., *Vocational Education in Europe*, 276-313; Sadler, M.E., *Continuation Schools in England and Elsewhere*, 483-512.

35 Leonard R.S., "One Promotional Aspect of The Smith-Hughes Act" in *Educational Administration and Supervision*, Dec. 1920, 492.

36 Graves, Frank P., *A Student's History of Education*, 238.



The development of the public school system to a large extent made unnecessary the Sunday School as well as several other philanthropic societies which were trying to bring into practice their conceptions of the continuation idea.

A distinct step in the direction of the continuation school was the Pestalozzi-Fellenburg system. It was introduced into the United States during the third decade of the nineteenth century in order to enable students to earn their way through college. It enjoyed a prosperous growth in New England and the Middle States.³⁷ Under this system the increments from a student's manual labor were applied on his expenses while he was in college. A plan somewhat similar to this was adopted in our own century in 1906 by the College of Engineering in the University of Cincinnati. This indicates a movement in the working out of the continuation idea even beyond the usual continuation school.³⁸

The American continuation school may be said to have been born when in 1901 the Board of Education of the City of Chicago established a continuation class for the education of apprentices of the Mason's and Bricklayer's Associations. In 1902 at the request of the Bricklayer's Union and the Masons' and Bricklayers' Association the School was continued and its attendance was increased materially.³⁹

Other cities, such as Boston and New York, experienced similar situations and established local continuation schools.

37 Graves, Frank P., *A History of Education in Modern Times*, 160-162

38 Jones, A.J., "The Continuation School in The United States" in Bureau of Education Bulletin No. 1, 1907, 125-26.

39 *Ibid.*, 124-125.

They were only experiments but they paved the way for the first comprehensive state system in America. Hence, the history of each experiment is of little importance for the purpose of this study.

In 1909 Senator Fairchild introduced into the state legislature of Wisconsin a joint resolution which created a commission to investigate the basis of education in that state. The commission was provided for and was ready to report to the legislature in 1911. The result of its findings influenced that body to pass a law which established a system of continuation schools. A State Board of Industrial Education for the control of state aid was provided for and placed under the direction of the state superintendent. Local boards of education in districts with a population of 5,000 or more were required to appoint a board of education whose duty was to provide for and maintain a system of continuation schools. This board was to be composed of two employers, two employees, and the superintendent of schools.⁴⁰ All children between the ages of fourteen and sixteen who were employed were required to attend school for at least four hours per week.⁴¹ In 1913 "Pennsylvania enacted a law that required the attendance of all children between 14 and 18" for eight hours per week if they were employed. Employment in this case was not construed to mean work on the farm or domestic service in the house.⁴² Other states

40 Miles, H.E., "Wisconsin Legislation Governing Industrial and Continuation Education," in Bulletin of Wisconsin State Board of Industrial Education, 8.

41 Bureau of Education, Bulletin No.55, 1920, 19.

42 Bureau of Education, Bulletin No. 5, 1921, 21.

quickly fell in line as soon as the Great War was over; at the present time nearly half of the states of the Union have continuation school systems and compulsory attendance laws.⁴³ In fact the Great War was instrumental in bringing about continuation legislation because it taught the states that problems really existed. As a result the Smith-Hughes Act was passed which offered aid to the continuation school.⁴⁴ During 1919 and 1920 seventeen states adopted state-wide continuation school policies. The pace set in those years, however, was not kept up probably for several reasons: In the first place the continuation school systems that had been established had not been able to do in one or two years what the traditional schools had failed to do in a century; in the second place as the states in time receded from the startling revelations of the war they tended to forget the defects of their citizens; and in the third place the objections discussed above⁴⁵ were vital factors in retarding action. It may have been, too, that some of the states were afraid of getting into the difficulty that Illinois experienced in its endeavor to establish a state-wide system of continuation education. A discussion of this experience is included to show the difficulties that beset legislation and to show by example how the continuation school began in practically every state that has adopted a system of continuation education.⁴⁶

43 Appendix I.

44 Federal Board for Vocational Education, Bulletin No. 19, 1918, 42-43.

45 *Supra*, 24 *et ff.*

46 Impression gained by the author in his study of the origin of this institution.

The Experience of Illinois

The continuation activities in Chicago in 1901 and 1902 have been referred to already.⁴⁷ In the same city during the next year a part-time class in carpentry was organized. The results of the Chicago experiment and of the Wisconsin plan were so successful that in 1912 Moline established a trade-extension class. Just at that time the popularity of the German continuation school was rather wide-spread and endeavors were made to attain similar results. These experiments proved very successful and by 1918 Alton, Galesburg, Peoria, Rockford, and Springfield had established part-time schools or classes. There were 2,516 pupils enrolled and the time of 46 teachers was required for their instruction.⁴⁸ The agency which materially furthered the growth of the continuation school in Illinois and in many other states was the federal subsidy provided for by the Smith-Hughes Act.⁴⁹ Considerable pressure was brought to bear on the legislature of 1915 when the Cooley bill was before that body. Due to the fact that it provided for dual control and that it was thought to be too German in character it was defeated after a bitter fight, although speakers from Wisconsin and elsewhere were imported to defend the movement and outside forces were brought to bear upon the bill for its defeat, one of which was the stand taken by Superintendent Cary. He showed that the Wisconsin system

47 Supra, 48.

48 Proceedings of The High School Conference, Illinois, 1918, 95-96.

49 Infra, 88-90.

was not like the one proposed in the Cooley bill and that the same forces were at work in his state to replace the associate control by dual control.⁵⁰ The bill was defeated but the movement for a system of continuation schools did not stop there. A like result, 1917, was accomplished by the legislature's tabling the bill.⁵¹ The next legislature, in 1919, passed the continuation school bill by a vote almost unanimous: 84 to 1 in the House and 35 to 0 in the Senate.⁵² The series of laws which included and gave color to this law have been analyzed in the following way:

The first law accepted the provisions of the Federal Vocational Education Act and created machinery to take advantage of it. The second important measure was embodied as a part of the omnibus bill and appropriated from the state treasury \$400,439.97 in order to match an equal amount provided for by the Smith-Hughes Act. The third enactment amended the compulsory attendance law and provided that in districts where continuation schools were established already, all children in employment between the ages of fourteen and sixteen should attend these continuation schools for at least eight hours per week. The final law which was important in this connection provided that all districts that had twenty or more minors between the ages of fourteen and sixteen who were not in attendance in the full-time schools must establish part-time schools. Attendance was made compulsory for at least

50 Educational Press Bulletin, June 1916, 2.

51 Journal of The House of Representatives, Illinois, 1917, 971.

52 Ibid., 1919, 770; Senate Journal, Illinois, See Index.

eight hours per week and for at least thirty-six weeks annually. The sessions had to be held between the hours of eight in the morning and five in the afternoon, excepting Saturday afternoons and Sundays. The age limits were to be changed in 1922 to include children between the ages of fourteen and seventeen, and in 1923 to include the children between the ages of fourteen and eighteen, if the children were not attending the regular schools.⁵³

These laws seemed very good but the pressing question of the hour was how was the local district, which was taxed to its limit and which hardly could maintain its schools as they were, going to meet the situation. The legislature appropriated no funds for these local districts to provide additional facilities to meet the situation and as a result the men who most desired such a law had either to remain neutral, to oppose it or to persuade the legislators to give them powers to obtain the necessary funds. The legislators however failed to provide means for the carrying out of this mammoth project. Hence, the law was amended and this action practically killed its effectiveness so far as its original purpose was concerned. State Superintendent of Public Instruction, Blair, said of this situation, "The group of earnest zealous persons who formulated and favored such a plan was forced to postpone the compulsory establishment of these continuation schools for at least nine months after its passage. During the last two years the matter has been discussed up and down State. Boards of

53 University of Illinois Bulletin, XVII, 19-24.

education, city superintendents, and high school principals saw that it was going to add considerably to the expenses of operating their schools. In many cases the districts were running behind their current revenues. Unless the Legislature would give a greatly increased distributive fund and a greatly increased tax rate, these boards and school officers were unwilling to take on an additional form of school work whose cost they could not accurately forecast.

It is probably true that they greatly exaggerated the addition to their budget which would be entailed by establishing and maintaining these schools, but the fact that they could see no way of getting any increase forced them to seek further postponement of the compulsory continuation law. At the beginning of the session it was hoped by all that were interested in the welfare of boys and girls between the ages of fourteen and sixteen who are now in employment, that the amendment adopted would postpone the compulsory feature only two years. It was believed that by that time the increased distributive fund and the increased tax rate would have convinced the boards that they could undertake the work. It appeared, however, that the districts were so much alarmed over the possible increase in their expenses should they be forced to establish continuation schools that their efforts soon took the form of striking out of the present law every word of its compulsory provisions. As the law now stands, any district which desires to, may establish part-time continuation schools. In such districts the children in employment between the ages of fourteen and eighteen will be compelled to attend.⁵⁴

Nevertheless, the work in continuation education in Illinois has been increasing from year to year. During the year 1919-1920 there were four part-time trade extension schools which enrolled 705 pupils and which employed thirteen teachers and ten part-time general continuation schools which enrolled 7,886 pupils and employed 71 teachers.⁵⁵ During the year 1920-1921 there were two part-time trade extension schools in operation; they employed 16 teachers and enrolled 1,071 pupils. At the same time 14,094 pupils were in attendance at 17 part-time general continuation schools in which 196 teachers were employed.⁵⁶

Teacher training courses were conducted in three institutions of higher learning in the state. The Department of Industrial Education of the University of Illinois conducted extra-mural classes in a number of cities. While its work was along the line of industrial education in general, the continuation school received the major emphasis since the classes were composed largely of actual or would-be continuation teachers.

Summary

The continuation school is a result of efforts to realize the continuation idea which began some centuries ago. Its early endeavors were embodied in such philanthropic undertakings as the Sunday School movement. This institution reached a high degree of efficiency in Germany sooner than in any other

55 Board for Vocational Education, Illinois, Annual Report, 1920, 14-15.

56 Ibid., 1921, 18.

country largely through the efforts of Kerschensteiner. The English and French forms of continuation education differed radically from that of Germany which was largely responsible for the American agitation that led to its adoption on a state wide basis in America. Other European states, however, copied the German form very closely but such states as Switzerland have gradually improved upon it in such ways as to make it more adaptable to each local community.

The American continuation school as an institution began its work in the large cities about the beginning of the present century. Some smaller cities followed suit and in 1911 Wisconsin adopted the first comprehensive state-wide continuation school system. Pennsylvania followed the example set by Wisconsin and their success plus the pressure brought about by bellum conditions led to the climax movement in 1919 and 1920. Since that time the city movement has kept on. At the present time it seems that a great future awaits the city movement which will eventually, perhaps, lead to the establishment of a system of continuation instruction in every state in the Union. During this period of Reconstruction quick results along this line are not to be expected, but when normalcy shall be restored it is likely that a brighter future will lie in store for the continuation movement.

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Chapter III

Some Factors in Organization and Administration

Types of Continuation Schools

At the present time in the United States at least three forms of continuation education are generally accepted.¹ Each has a specific purpose to perform and is organized and administered as the local superintendent thinks best, being subject to whatever state regulations may exist. Since state control is very lax, there exists a great lack of uniformity in any type of the continuation school.

The first type to be mentioned is the general continuation school. Due to the ease of establishing this kind of continuation work as well as to the ease of maintaining it, this type of continuation school is most prevalent. Its specific function is to continue the education of the pupil along general lines. The instruction is intended to begin at the place where the instruction in the all-day schools ends and to furnish the pupils with solid foundations upon which can be built vocational superstructures and lives of social usefulness. This school is designed to continue the education of the pupils in such fundamental subjects as reading, arithmetic, writing, and citizenship to whatever extent is necessary in order that they may pursue their vocations and occupy positions which are acceptable and

¹ Federal Board for Vocational Education, Bulletin No. 19, 1918, 23-24.

profitable to society.

The second type of continuation school is the trade preparatory school. The function of this school is more highly specialized than that of the general continuation school because it is designed to prepare its pupils for various trades or vocations. It is the kind of institution that assists pupils to rise from the "blind-alley job" to better positions by teaching them how to do some work whose future is more inviting and more in accord with their natural abilities. In this type of school an elevator boy may learn the machinist's trade or a paper carrier may learn stenography or bookkeeping. Here most of the trades may be taught and the chief limitations on the individual's learning any trade are that it may not be offered because of a lack of a demand for it or that the individual may be incapable of mastering it.

The third type of continuation school is the trade extension school. This school has the function of teaching the pupils how to do more efficiently the work at which they are employed; it is designed to prepare them to advance to higher positions in the vocations upon which they have entered. This type of institution has been deemed so valuable to their interests that many large industrial concerns such as the National Cash Register Company and the Western Electric Company conduct trade extension schools. Some schools of this type are privately owned and controlled while others are managed under the direct control of the public school officials. Four of the seven continuation schools of the city of Chicago are located in the plants of the

great packing industries.² This means that these particular schools are teaching the children employed in their plants how to do the various jobs of the packing industry. An objection that is raised to the practice of carrying on continuation schools of this type in the buildings of the great corporations is that the respective industrial concerns dominate the schools and that as a result the education given is of such a kind that it can be adapted only to their own systems. Hence, the pupils can not orient themselves into new situations in case they lose their jobs; thus the purpose of the continuation school of this type is baffled. On the other hand, other people argue that public supervision and control certainly are able to take care of the situation and minimize, if not eradicate, such dangers. Doubtless without public oversight the argument of the former group is valid, but with public supervision and administration the argument of the latter group seems to be well founded.

The Continuation Class

One advance in continuation work is that of considering the class, and not the school in every case, as a unit for this kind of instruction. In fact, the term, continuation class, should be used more often. Certain communities have possibilities for the class, but when they think of a school as being made up of a large number of classes, the continuation school seems an impossibility. If a small district has a small number of children in industry, a number large enough to justify a separate class in the regular school, certainly the public school should maintain

² Cooley, E. G., "Some Chicago Continuation Schools," School Life, January 15, 1920, 15.

a continuation school for them. The term, class, might not seem impossible to the small-town board of education when perhaps the term, school, might frighten them so much that they would give little attention to the project. Only a few or just one subject might be offered, - a subject that would pretty fully meet the needs of the group of pupils. Some districts are maintaining classes in only one or in just a few subjects.³ As a result of this practice the terms, continuation school and continuation class, are used often interchangeably.

Its Relation to The Elementary School

In most cases the elementary school prepares the pupil for his further education whether it be in the traditional secondary or in the continuation school. For his entrance into the traditional secondary school certain standards are held to very religiously in many cases, but for his entrance into the continuation school no scholastic minimum requirements have been established definitely. Some pupils are found in the continuation school who have had very little formal schooling while others have attended school as much as eleven years. The determination of entrance requirements along scholastic lines is a very difficult problem because one of the fundamental purposes of the institution is very likely to be defeated. A safer policy to pursue is to adapt the instruction to the pupil in the continuation school even though he may never have learned to read, write, or even cipher, provided that the child is normal or approximately so.

³ Board for Vocational Education, Illinois, Bulletin No. 20, 1921, 18.

The elementary school has the task of providing the pupil with certain fundamentals which are largely tools for future progress. Sometimes it fails to accomplish its purpose and the pupils leave it; othertimes they leave when the school is not in any way responsible for their going. They enter the great world of industry and are required to adjust themselves to varied social situations, but in doing this many problems confront them and they feel certain needs. In such cases the continuation school undertakes to accomplish what the elementary school has failed to do, even though it may attack the problem in a different manner.

Inasmuch as the continuation school pupil is usually at least fourteen years of age, he has attended school from six to eleven years. This means then that most of the continuation school pupils will have completed the sixth grade before they enter this institution. In the state of Illinois the child cannot obtain a working permit which is a legal prerequisite for employment until he has "completed the fifth grade to and including fractions."⁴ In districts that follow the plan of the State Course of Study this means practically the completion of the sixth grade because fractions are not completed until in the eighth month of the sixth year.⁵

The advocates of the continuation school do not claim that this institution is a substitute for the elementary school. They are very glad to call it a supplementary institution whose business is to perform the duty which the elementary school has

⁴ Hurd, H. B., Revised Statutes, Illinois, 1919, 48,20d.

⁵ Course of Study for The Common Schools of Illinois, Sixth General Revision, 163.

failed to accomplish; conversely, the elementary school's part in the program is to feed the continuation school as it does the regular high school.⁶

Its Relation to The High School

Under the present organization the continuation school sometimes is not as closely related to the high school as it should be, although both schools may be under the same administration, in the same building, composed of pupils of the same physiological maturity, and taught by the same teachers. In the large cities the superintendent of schools usually has the power of administering both the regular schools and the continuation schools. In most cases he delegates the administration of continuation work to subordinates who are endowed with considerable authority and who are made responsible for the success of the institutions which they administer. Sometimes obstacles are present in the situation where both regular secondary and continuation work are carried on in the same building if the continuation work is not subject to the delegated executive officer of the high school. Discipline may be maintained only with difficulty; lack of cooperation may be evidenced: failure to respect the rights of the other party may result; and the ill-feeling created may lead to inefficiency.

The plan used by the J. Sterling Morton Township High School at Cicero, Illinois, is one that to a large extent eliminates the possibilities of a serious complication. The principal of the high school selects the principal of the continuation school and the latter holds the office of assistant principal of the high school. Such a plan is adaptable to districts that have only one

⁶ Bawden, W. T., "The Relation of The Elementary School to Subsequent Industrial Education," N. E. A. Proceedings, 1912, 912.

continuation school. However, if this plan were applied to the several continuation schools of a populous city, a supervisor of these schools would be necessary to preserve unity of action.

Theoretically, in order to fulfill the purposes of education the continuation school and the high school should accomplish similar results. The contents of the curricula should be composed of considerably the same material. Certainly the high school has a great deal more time than the continuation school to accomplish its purpose; hence the former may teach a great deal more than the latter. As a matter of fact the curricula of these schools differ very widely and high school credit is seldom given for the successful completion of the subjects of the continuation school. For this practice several reasons may be assigned: Attendance may be too infrequent; the nature of the subject-matter may not be acceptable; the pupil may not have reached the ~~nineth~~ grade before entering the continuation school; or the pupil may never request such credit. If pupils desire credit and it is refused them when the work done in the continuation school equals that done in the high school, one of the purposes of the continuation school is defeated.

In some cases the continuation school is removed to a building remote from the high school. When such is the case, the powerful stimulus of association with the regular high school pupils is removed. Again, the same purpose for the existence of the continuation school tends to be defeated.

Sometimes the pupil is in the junior high school or even in the senior high school before he enters industry. Then he finds himself in the continuation school. If this institution

is not highly respected by the high school authorities he may feel that he has taken a step backward and his academic interest may wane. As a sister institution whose work is worthy of doing, the continuation school ought to serve a better purpose; hence, it should have the standing that will best assist it to serve the people. It is both a feeder and a receiver of the product of the high schools.

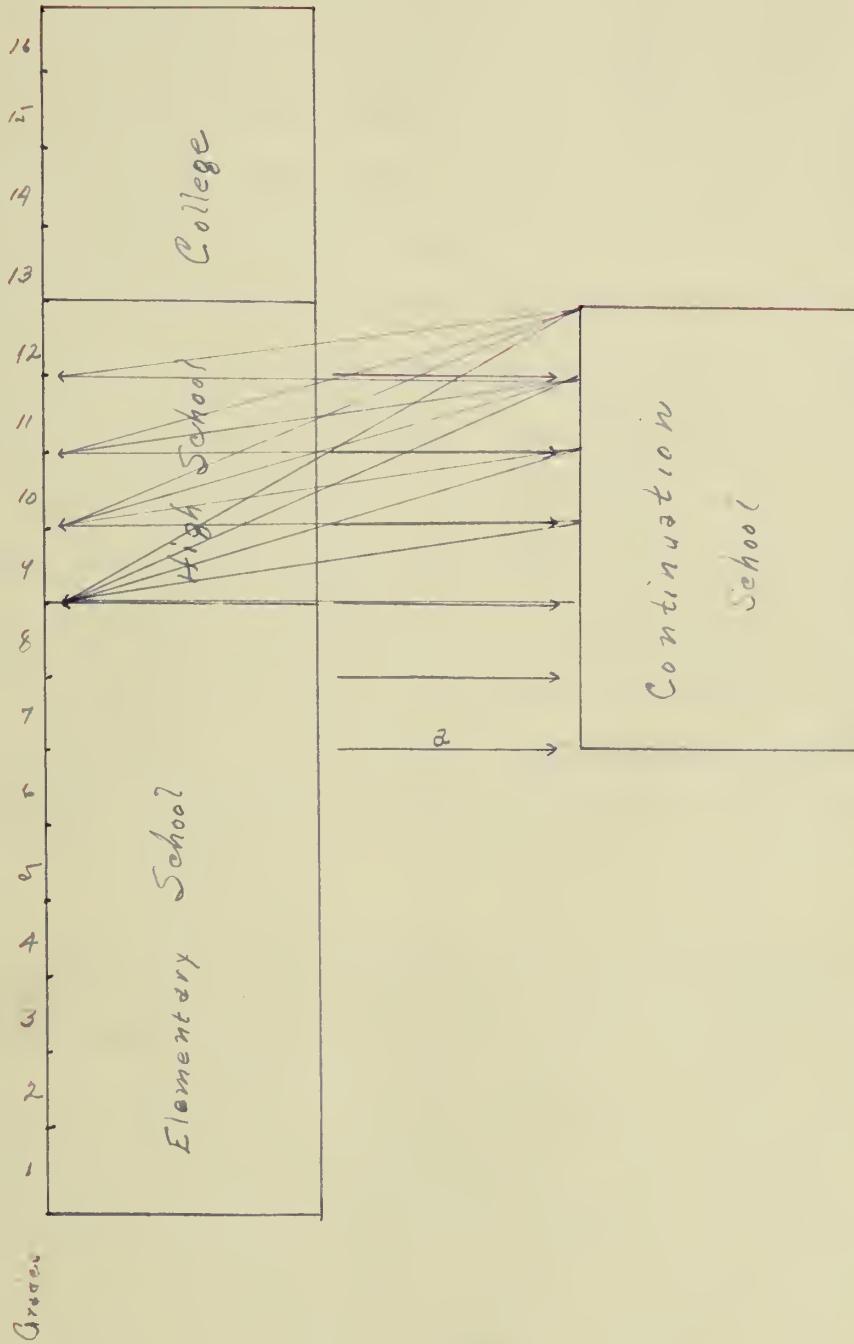
Its Relation to Higher Institutions

At the present time the continuation school has little connection with the institutions of higher learning. Nevertheless, it is true that an indirect relation exists in some cases. If a pupil in the continuation school learns some trade, such as that of the machinist, and this knowledge gives him a desire to advance further, he may enter the technical school and advance until he becomes a specialist in some field. Sometimes entrance requirements must be made up and rather than do this the pupil accepts his lot in life at the end of his continuation school career. One of the hopes of the continuation school people is that all work of regular high school grade will in the near future receive high school credit and that unnecessary unit requirements for admission to institutions of higher learning will be abolished. Then the work done in the continuation school will be propadeutic in entrance value as well as in industrial method and social contact.

The Usual Relationship

The usual relationship between the continuation school and the traditional school system is shown in Illustration I on

Illustration I



page 67. The vertical diagram at the left represents the traditional public school with the 8-4 division, the upper section representing the college or university. The numbers at the left refer to the grades of the public school system. The vertical figure on the right represents the continuation school. The arrows connecting the two schools show the flowing of pupils from one to the other. Arrow "a" shows the pupil at the age of fourteen or over who may be retarded three grades or more and who is entering the continuation school. The other arrows have similar meanings. The arrows pointing downward from the continuation school to the high school show the return of the pupil to the high school from the continuation school with perhaps little or no credit given by the former institution for work successfully done in the latter.

Obviously, from the administrative point of view this relationship is not the most desirable. In the first place, the continuation school is distinctly a separate institution; and in the second place, sometimes its work is not recognized by the regular high school to the extent that will best connote success to the former and promote friendly relations between the two.

Control

Three more or less distinct types of control of the continuation school exist. In some cases the control is vested in the same officers as that of the regular all-day schools. The same board of education is responsible to the people; the same superintendent in turn is employed by and is responsible to the board of education. This "unit plan of control" does not prevent the superintendent from delegating any powers to his subordinates as he sees fit. In theory, the system is a unit, the continuation

school or class being an integral part of the public school system. Some of the important arguments for this scheme will be considered later.⁷ One of the most important arguments advanced against the "unit plan of control" is that under this plan the continuation school will be so bound by tradition that progressive action will be impossible.

The "dual plan of control," on the other hand, means that the continuation schools or classes are under different administrative authorities. A manufacturing plant might control the continuation school while a board of education having little or no connection with that industrial concern might control the all-day schools, or one board of education might control the former while another board of education might control the latter. Theoretically, this means that two systems instead of one are created and that they operate independently of each other so far as control is concerned. The degree of independence, however, may vary; in fact, the same persons may be members of both boards of education and employ the same superintendent, in which case the policy pursued might be just as much a unit as if the system were under the "unit plan of control"; but such a case is only possible, not probable.

Some people contend that the "dual plan of control" is most desirable.⁸ To them independence from the traditional system is freedom to act without restraint and the ability to accomplish results for which they stand. Their ideals, sometimes, are thought to be selfish, but the argument that independence from tradition

7 Infra, 106 et ff.

8 Supra, 51.

means the ability to move more freely and without deference to custom is worthy of consideration. Public school administrators do respect tradition to such an extent that sometimes where the "unit plan of control" exists, the supervisor of continuation education may be unable to carry out his program because the traditional amount of Latin or mathematics must be required whether the child does or does not need it. This hostility to the work of the continuation school may come from the superintendent himself or from other administrative officers with whom the director must deal. If the principal of the high school in which the continuation group is located is adverse to the continuation school, he may impede its efficiency by not giving it permission to exercise its rights, as in the use of certain rooms or equipment. Those who favor the "unit plan of control" answer this argument by declaring that any principal or other officer who will not cooperate ought to be removed. They are answered in turn by being asked, "What would be done if the superintendent were adverse to the continuation work and if the board of education did not realize the proper relations contended for?" The former reply that if such a case were to be found an appeal to the people would be necessary, but that such a case could hardly be found. If the argument is carried to the extreme, it is evident that an injustice may exist, one that could not be avoided under the "unit plan of control."

The "dual plan of control" is denounced on the grounds that segregation of the two systems tends to destroy an important purpose of the continuation school, the leading of pupils back into the all-day schools; that the great social advantage of association with the mass of pupils of all classes is denied; that un-

justifiable expenses are incurred in the erection of new buildings and in obtaining equipment, much of which expense is a duplication; and that the "dual plan of control" does not always mean public control which is considered more beneficial than private control. The objection that seems to the author to be most valid is that a separate control is no more justifiable for continuation work than for eighth grade work, or for vocational studies than for civic studies.

The third plan of control is the "associate plan of control" which is in force in Wisconsin at the present time. This plan provides for semi-independence, yet semi-dependence. The continuation board of education is appointed by the local board of education and must consist of two employers, two employees, and the local superintendent of schools. Its advocates claim that under this plan the board members have more interest in the work because of their nearness to it, that they select better teachers, that they are not bound by tradition, that dissatisfaction because of different salaries in the different systems is eliminated, and that the two systems are linked together by the same superintendent.⁹ These arguments are answered in various ways by opponents from both systems. Some say that the mere personnel of the board makes the superintendent choose to vote either with the conservative or with the radical group in nearly every case, thus causing embarrassing relations because each class that is represented tends to look after class interests rather than public interests; that this plan does not insure better teachers because the superintendent should nominate all teachers and in doing so is likely to show no partial-

⁹ State Board of Industrial Education, Wisconsin, Biennial Report, 1914, 25-27.

ity, that in many particulars the superintendent should begin with traditional work and proceed towards a more scientific basis, that no cause for dissatisfaction exists if a salary schedule is adhered to, and that the "associate plan of control" may not link the school systems together since one is not bound by tradition while the other is. Thus most of the arguments for this kind of control suffer refutation as do the arguments for the "dual system of control."

The Inauguration of The Continuation School

For the establishment of the continuation school no set of rules can be laid down that will be applicable to all communities or to all situations. Nevertheless a few general statements of activities which seem plausible in certain situations are worthy of inclusion. A careful survey of the feeling of the community should be made by the chief executive of the school board or under his direction because the pulse of the community is the best norm for measuring the probable success of any public enterprise. Of course popular feeling ebbs and flows as situations and general knowledge change. A community that is opposed to this kind of institution might be converted by a strong and wise superintendent. Certainly the chances seem good if the industrial environment has become extremely complex and if the need finds expression from various local organizations. Before a continuation school is established the board of education should know definitely that a need exists and that the idea can be carried out or else it should be confident that it will be able to arouse enough interest to make a need felt. If opposition is too strong, the

movement probably should not be started unless the leaders are people of ability who are willing to risk their positions on the results of the outcome or else unless statutory provision may require such an action.

If the leaders are assured that a sufficient need exists and if funds are available, the employment of a competent campaign director is in order. Sometimes such a director can be found in the local school system. Such a person should have both business and social characteristics. He should be a person both of experience and of skill in the management of popular campaigns. He should study carefully the number of working permits, the results of the school census and of the federal government census, the industries of the district, and such other factors as races living in the district, languages spoken by them, funds available for the use of the continuation school, and its future possibilities. The campaign should be launched by the campaign director who will enlist the aid as far as possible of such local organizations as employers' associations, labor unions, fraternities, churches, and women's clubs. The needs of the community should receive publicity and the part of the continuation school in reme-
dying those needs should be explained carefully. Every nationality whose influence will affect the success of the campaign to any material degree should be reached through such means as printed material in the vernacular of each group. If the state law re-
quires a popular vote for the establishment of the institution the supporters should make sure that a greater number than a plurality of votes be cast for the measure so that its permanence will be insured against any probable reaction on that part of the public

who because of some dissatisfaction might add some weight to the original negative vote in a new election.

Sometimes the campaign will be bitter; when such is the case, the appointment of the campaign director as supervisor of the continuation work likely would be very inexpedient. Also it does not follow that a man of political ability would make a good supervisor in this field. As soon as the establishment of the continuation school has been decided upon, a supervisor of this work should be sought. He should be put "on the job" at the appropriate time so that little delay will be caused when the auspicious moment for opening the school arrives.

The supervisor of continuation education should be a man of superior ability. He should have a good academic and professional background as well as considerable industrial experience. A man with the right kind of education, training, and experience can do much to heal many of the wounds that usually unavoidably come in the conduct of the popular campaign. In case only one school is established, this supervisor should be the delegated executive of it; if more than one school is established, he should have the power of consultation in the nomination of the principals and with their assistance the teachers of all of the continuation schools.

The supervisor is an invaluable asset or liability in the second campaign which is one of cooperation. Its success depends largely upon him. It must be begun wisely and waged tactfully in order that the opposing sentiment may turn and crystallize in favor of the institution. He nor anyone else can not lay down any specific set of rules that can be applied successfully

to all situations, but every available source that is positively beneficial must be enlisted. The ability of the supervisor to handle men usually will become prominent when labor is solicited to support the movement. Labor interests should by all means be consulted because the continuation school pupils come in the large majority of cases from the homes of laborers who approve the continuation school when they understand it and when it is tactfully conducted. Vaughn says that if labor has not been shown the value of this institution, one of the first objections will be raised by the labor unions whose numbers feel that the trade preparatory and trade extension schools will prepare workers who will flood the industries in which they are engaged with such great numbers that wages will be lowered thereby.¹⁰ In many German cities the labor unions force their apprentices to attend the continuation schools and in various cities of the United States they look upon the continuation school as an institution very favorable to their interests.¹¹ This shows that the unions support the continuation school with much vigor when tactfully handled. Adverse action by any trade union should be forestalled by a cultivation of mutual friendship between their leaders and members on the one hand and the continuation school authorities and advocates on the other.

Another important group whom the continuation authorities must convince is the employers. In this action the supervisor of the work stands in a position to render untold assistance. Some of this class are usually opposed to the continuation school because invariably their juvenile employees of compulsory age

10 Vaughn, S. J., Lectures on Vocational Education.

11 Federal Board for Vocational Education, Bulletin No. 19, 1918, 21.

will be required to leave their tasks during the time when usually they have been at work. Adverse employers must be convinced that the school will add to the efficiency of the children whom they employ. Where automatic or semi-automatic machines are being used, the task will be difficult perhaps. However, if the employers can be induced to investigate what other employers who have tried the continuation school think of it, they very likely at least will give it a trial. Some such people become enthusiastic supporters of the plan when a thorough trial has been given. Humanitarianism, as a century ago, may be called into action and become a potent force in inducing employers to support the movement during the time when it is on trial. In order to accomplish successful results it becomes imperative that the man at the helm be a man of brains and action.

The support of civic, commercial, rotary, and Kiwanis clubs was mentioned above in connection with the campaign. Their aids still should be continued, because they can do much to instill the spirit of cooperative fellowship, especially among members of their own orders. Fraternities, both secret and non-secret, can render valuable aid in such a campaign. Churches by means of their pastors and other leaders can add force to, and instill a spirit of sympathy for this movement in many cases. Organizations of influential ladies are a valuable asset in a campaign for cooperation because they often have both the energy and time that is necessary for the propagation of such movements. Of course the local situations will determine just what organizations should be enlisted in this work. If success is the goal to be attained no organization whose influence might be a detriment

should have an active part in the campaign for cooperation. One hundred per cent efficiency hardly ever will be attained in such a campaign; this movement, like most other great movements will have some opposition. Hence, its limits are not clearly defined.

The preliminary survey that was made by the campaign director usually should not be accepted as final, unless more thorough work was done than was suggested above. But why was it not made in sufficient detail in the first place? There is no objection to this procedure so far as the writer is concerned; in fact there would be some distinct advantages for the director to have a complete survey made at the beginning, but on the other hand the expense involved and the time required to do the work would be so great that many administrators would not justify it when the reality of the school's being established is a matter of doubt. In some cases if enough time were taken for an absolutely accurate survey at the beginning of the campaign, the most auspicious time for its launching might pass before the survey could be completed. Yet definite facts to present in the campaign might in other cases help to make the campaign a success.

The facts obtained in this survey may differ from community to community. They include such items as the number of children of continuation school age who are in employment, the number of juvenile vacancies and positions in the community, the kinds of work at which the children are engaged, the age of the children, their apparent interests, their home conditions, the industries of their own community and of adjacent communities, and the probable future of such industries. From each list of conditions which the supervisor has determined he will likely ob-

tain results that will aid materially in the conduct of this institution. All of the data that have been obtained in this survey should be tabulated carefully and preserved for future use. If certain conditions have been discovered accurately in the first survey, no need for duplication exists. All material should be studied carefully because the conclusions drawn from it may render invaluable aid in providing for the highest efficiency of the school.

What Type of Class or School Should Be Established?

The answer to this question should be derived from the facts which the survey has furnished. If the survey shows that a large number of prospective pupils are engaged in certain occupations which have a promising future and with which the abilities of these pupils are commensurate with the work they are doing or expect to do, a trade extension class or school should be started which will provide instruction in those trades or occupations where the demand is greatest, providing that other factors do not make the plan inadvisable. If on the other hand, the survey reveals that a large number of pupils are employed at jobs whose future offers little or no opportunity for advancement and that they are unprepared to do any other job of importance, a trade preparatory class or school should be established to meet their needs. If the survey shows that due to a lack of general education several pupils are handicapped and unable to advance higher in industry, a general continuation school or class should be started for them.

Hence, it is possible that all three types of continuation education will be offered in the same building and under the same management. If all three types are needed and funds are not

available to conduct them, then the type or types must be chosen which will serve the most pupils, other factors being equal. One of the greatest problems arises in the case where the survey reveals only a small number of pupils who are eligible to attend.

An illustration of a class which was organized not on the basic principle of purpose is worth while at this point: The class was composed of about "30 boys between fourteen and sixteen years of age who were required to return to the school eight hours each week. There were two cotton glove cutters, two cigar factory workers, three machinist apprentices, four errand boys, and six delivery boys, the remainder being occupied in twelve miscellaneous occupations. The technical instruction included two hours of machine shop drawing, and two hours of machine shop mathematics, while the four hours of academic instruction included English, spelling, geography, history, and physical training. It was said that the employers felt justified in giving the boys the time to return to school, because the technical instruction made them more efficient in their factory work. As a matter of fact, the technical instruction was related to the work of but three of the whole group, and even with these, the lack of coordination between shop problems and school instruction, made the work entirely academic. The city was large enough so that youths with similar needs could have been enrolled in separate classes, thus making the instruction purposeful."¹² If this city had not been large enough for such a division, what logically should have been done? Perhaps the entire time should have been spent in general continu-

12 Ibid., 27.

ation work until the general needs of the pupils were satisfied, if the survey showed that they needed more education of a general type. No hard and fast rule can be determined because the individual needs of each pupil are not known in the case just cited.

In some cases the establishment of a continuation school is not advisable at all. If the sentiment of the community is one of opposition, if sufficient funds cannot be obtained, if adequate equipment cannot be procured, and if competent teachers cannot be employed, the wisdom of its establishment is questionable. If the enrollment is very small, perhaps the general continuation class should be started first and the other types of work can be added as necessity demands.

Where Should Continuation Classes Meet?

This is a disputed question but one which all administrators who establish continuation schools or classes are forced to answer. In 1918 the Federal Board for Vocational Education issued the following statement: "Classes should be formed wherever most convenient, in school, store, factory, or shop, and shall not be confined to educational buildings."¹³ In 1921 a report of the Commission on The Reorganization of Secondary Education, appointed by the National Educational Association contained these statements in its summary of recommendations: "That in cities and towns having only one high school, the continuation group be located in that high school" and "That in cities having more than one high school, the continuation group be located in that school or in those schools, whose location is favorable, instead of

13 Ibid., 27.

establishing separate continuation schools."¹⁴

The viewpoint of the commission meets with the approval of the author so far as the theoretical situation is concerned, but when such conditions exist as an over-crowded condition or a lack of necessary funds in the high school, the establishment of continuation classes in the stores, factories, and other places of employment is appropriate and their existence there is warranted until a situation is brought about by which the continuation classes or school may be incorporated into the comprehensive high school.¹⁵ However, such factors as the time situation are important ~~questions~~ that must be taken into account before the latter practice is determined upon. In considering this question as well as the other policies of the continuation school common sense must be the guide even though it contradict some theoretical principle.

Types of Organization

How can the continuation school be organized so that it will allow pupils to perform their tasks and yet attend school? This is another question which every continuation school administrator should be able to answer and one which, if answered properly, will eliminate one of the common complaints against the continuation school: i. e. that it is not adapted to the employers' convenience. Several types of organization have been tried and have proved successful, a few of which have been included in this discussion. Sometimes a combination of types is necessary to accomodate all workers and employers.

14 Bureau of Education, Bulletin No. 5, 1921, 19.

15 *Infra*, 106 et ff.

The "off-time plan" has been received with much satisfaction by a number of industrial establishments. This plan allows the pupils to take time from the regular working day to attend the continuation school. Most of the employers in Springfield, Illinois, give the pupils not only the time to attend the continuation school eight hours per week, but they also pay them for the time during which they are in attendance at this institution. As a rule wherever such a plan is adopted, the daily schedule of the pupils is adjusted so that the pupil may attend at the time or the times which will least inconvenience the employer. (For instance, let us assume that Monday morning and Wednesday afternoon are times when little business is being done in some industry where children are employed who are attending the continuation school. If the pupils are required to attend eight hours per week, the schedule is so arranged that the pupils from this particular concern can attend four of the eight hours on Monday morning, doing half of their work then, and four hours on Wednesday afternoon, doing the other half at that time. Some industries find this plan most convenient because of the fact that certain hours in their business are regularly dull. But other industries do not have regular hours during which time business is at a low stage, and they are unable to spare the children from the machines at any stated time. As typical of this kind of industry attention is called to the textile industry which is a means of earning a livelihood for thousands of children in the South. In order to keep the mills running and yet to give the children a chance to improve themselves educationally four methods are used for the instruction of the juvenile workers:

(1) A small number of "spare hands" are employed who act as substitutes for the children during the time that they are undergoing instruction. This means that the force of juvenile workers must be increased by about one-sixth. Some employers object to this type of substitution because of the extra expense, but if the working force is not increased out of proportion and the children are not paid for the time during which instruction is being given little additional expense is necessary.

(2) Some firms want to use the "flying squadron" as a substitution in order that their mills may keep running. These firms employ extra hands who go from room to room to relieve the workers for an hour or so each day or half-day. The time of relief may be less than an hour. While each pupil is resting he spends his time in the continuation school if it is located in the factory or adjacent to it. This method implies that the process of manufacture is "speeded up" to the maximum and that the children are rushed to such an extent that rest periods are necessary for the maintenance of the health of the workers.

(3) Another method used in the "Off-time Plan" is the "doubling up" method. This implies that the pupils have regular times for instruction and that during these times other persons do their work in addition to their own. A miller who normally runs one sacking machine will be required to run that of his neighbor also. If he is accustomed to run two machines he may be required to run three; and thereby the employer suffers only a small loss. Many industries, however, are organized in such a way as to make this plan impracticable.

(4) In some factories that employ child labor the "surplus plan" is used. The several departments have more machines than is necessary to keep the next department above supplied with material. If these machines are run at full capacity a surplus will accumulate. Then the children are required to attend the continuation school until the department just above has "caught up" when they return to the factory and begin to accumulate another surplus. The Unity Cotton Mills at Lagrange, Georgia, uses this plan very successfully.¹⁶

Another plan that has met with much approval is the alternate plan. This plan of part-time continuation education was made famous by the College of Engineering of the University of Cincinnati. In such an arrangement the pupil works for a definite period of time and then attends school for another definite period which usually is equal in length to the former. The period used in the University of Cincinnati was a week. This experiment proved so successful that such schools as the Fitchburg School in Massachusetts are using it at the present time. At Spartanburg, South Carolina the textile industries use this plan very successfully. A shorter period could be used just as well. The Pacolet Manufacturing Company of New Holland, Georgia is using the half-day period.¹⁷

The "Off-season or Shut-down Plan" is especially adapted to certain industries and seasonal trades. The brick-layers and masons of Chicago early showed the value of this plan. They encouraged their apprentices to attend this school during the time when they were unable to work steadily because

16 Federal Board for Vocational Education, Bulletin No. 30, 1919

17 Ibid., 38

of climatic conditions. Coal miners could profitably require their apprentices to attend a continuation school during the periodic strikes that occur at the expiration of their agreements with the operators and during the frequent shut-downs that occur for miscellaneous reasons. Establishments sometimes are forced to close because of a multiplicity of reasons during which periods a continuation school could be operated which would fulfill the legal requirements and give valuable continuation instruction en masse.

The "Preemployment or Vestibule School" is a school usually located in the manufacturing plant or industrial establishment and its business is to teach the pupil how to do the task for which he is hired. It performs this function before the child is permitted to enter employment, or at least it prepares him to do the job in a creditable manner before he is allowed to attempt it. Under this plan an expert milling machine operator teaches several students who expect to operate milling machines until they become proficient in that work. John L. Patterson, manager of the Rosemary manufacturing Company of Roanoke Rapids, North Carolina, after having the vestibule scheme in operation for quite a while, said,

"These teachers devote their time to showing the new operatives assigned to them how to do the work properly. We of course pay the teachers as much, in fact slightly more, for doing this work than they were able to make before. The results we are getting from this system are very gratifying and we confidently believe that satisfactory operatives can be developed in this way within half of the time, or possibly one-third of

the time, that they can be if placed with weavers or spinners with a full job on their hands, and no especial incentive to properly teach the inexperienced ones." He had selected his teachers from the best experts in his plant, and his corps consisted of "two teachers from each of the three weave rooms, and one teacher each from each of the three spinning rooms, making nine in all."¹⁸

The administrator must familiarize himself thoroughly with the types of organization that have been used successfully and with any other that might be adaptable to his own situation. The basis for his decision as to which plan or plans best suit his own system will be the data obtained in the surveys and the information which he obtains from consultation with the heads of the various industrial establishments. The daily schedule will be relatively easy to adjust under any of the above plans except the "Off-time" plan which in one of its forms will likely be used for some of the classes. Hence, the discussion of it is in order.

The Daily Schedule of The Off-Time Plan

The schedule of classes is of considerable importance in any school. No state makes full provisions regarding the program but it may set the time limits per week and occasionally per class. In general, state authorities provide a list of subjects which they recommend to be taught, but the lists are usually elastic and considerable freedom is allowed especially in the vocational subjects. The Boston Continuation School has a flexible schedule which in this particular meets the needs in that city.¹⁹ The State Supervisor of Industrial Education for Illinois advises the use of the following schedule which is a modification of the one

18 Ibid., 32.

19 Vocational Summary, June, 1919, 26.

Evans used in Boston:

Time	Monday	Tuesday	Wednesday	Thursday	Friday
8:00- 9:00	a	E	c	F	a
9:00-10:00	b		d		b
10:00-11:00	c	F	b	E	c
11:00-12:00	d		a		d
1:00-2 :00	E	b	F	d	
2:00- 3:00		a		c	E
3:00- 4:00	F	d	E	a	F
4:00- 5:00		c		b	

If in the above schedule a, b, c, and d represent courses offered, such as general continuation or theoretical vocational courses but not laboratory or shop subjects, the reader can see that the pupil might attend school Monday morning at which time he would study these subjects. If likewise E and F represent shop or laboratory subjects it is evident too that the pupil might supplement his work with these subjects on Monday afternoon, Tuesday morning, Wednesday afternoon, Thursday morning, or Friday afternoon. Since the above schedule is arranged for a school having only one teacher it is clear that with two teachers and a little readjustment of the schedule any half-day combination can be made. With four teachers any two-hour arrangement can be worked out and with more than four teachers a great number of possibilities exists. The one teacher program, however, is designed to accomodate most of the practical situations that require only one teacher.

If more than five teachers are employed in the continuation school and if the above schedule plan is used a bulky arrangement results, because a separate schedule must be made for each teacher. A single schedule cannot be made because of the irregularity of the hours of attendance of any particular pupil.

Hence, it is better to arrange for each day a schedule having a separate program that differs from the one in use on Monday. A schedule for Monday and Thursday is given below for a school that has nine teachers. In this schedule the assumption is made that each teacher teaches eight hours daily which should not be the case.

Schedule for Monday and Thursday

Time	Mr. A	Miss B	Miss C	Mr. D	Mr. E	Mr. F	Miss G	Miss H	Mr. I
8:00- 9:00	a	c					e	g	
9:00-10:00	a	d	A	C	F	I	f	h	J
10:00-11:00	b	c					e	g	
11:00-12:00	b	d	B	D	G	H	f	h	K
1:00- 2:00	a	d					e	g	J
2:00- 3:00	b	c	A	C	F	I	f	h	
3:00- 4:00	a	d					e	g	
4:00- 5:00	b	c	B	D	G	H	f	h	K

With such a schedule only from one to five programs are necessary and they can be mimeographed easily on a single page. In this respect this type of schedule is more convenient than the one suggested for the one-teacher continuation school.

How The Continuation School Is Financed

In most European states the continuation school is not wholly supported by public taxation, although some portion of its cost may be defrayed by public taxes; in fact public taxation raises only a small part of the funds which are regularly applied to this kind of education. However, in the United States just the opposite is true. Usually the entire school is supported by public taxation either directly or indirectly. Until 1917 the local districts of the American states that had authorized continuation schools almost invariably levied taxes for the complete support of these schools. In that year, however, the Smith-Hughes Act was

approved and since 1918 federal aid has been given annually for that continuation education which meets the approval of the Federal Board for Vocational Education in those states which have accepted the provisions of the act.

The Smith-Hughes Act provided that definite appropriations should be made as shown in Appendix II and required "that at least one-third of the sum appropriated to any state for salaries of teachers of trade, home economics, and industrial subjects shall, if expended, be applied to part-time schools or classes for workers over fourteen years of age who have entered upon employment."²⁰ Any state had a right to accept this proffered aid providing that it matched the federal money dollar for dollar with state or local funds or with both. The act provided also for the creation of machinery for its execution and for experiment along lines for which it had planned appropriations. The final executive power was vested in the Federal Board for Vocational Education, but the state administration was delegated to state Boards for Vocational Education.

This offer from the federal government gave a sudden impetus to the continuation school movement, since in 1917-1918 \$188,666.67 were available from federal authorities for part-time work.²¹ This amount was to increase materially until in 1925-1926 and annually thereafter the amount given by the federal government for this work alone would be \$1,016,666.67. Since this sum must be matched by state or local funds or by both, the minimum amount available at that time will be \$2,033,333.34. Some states match the amount allotted to them and make the combined fund

²⁰ Smith-Hughes Act, Section 11.

²¹ See Appendix II.

available to the local community providing that it matches dollar for dollar the portion which it uses. This does not mean, however, that only one-third of the amount allotted to the trade, home economic, and industrial subjects shall be spent for part-time work. In fact, "it would be entirely permissible under the act for much more than one-third of the fund to be used for part-time training".²³

Federal aid is given only for purposes of instruction. The local community or state must provide the buildings and equipment. In order to do this a second method is sometimes used which is met by public taxation, use of bonds. Direct taxation provides the funds to match the state and federal money, providing the school is doing work under the provisions of the Smith-Hughes Act. In case the work is not in accordance with the Smith-Hughes provisions the expense is usually met in its entirety by direct taxation. Endowments and bequests are seldom given to continuation schools at the present time, although in earlier days such institutions as the Williamson Free School for Mechanical Trades began their work as a result of gifts of certain benevolent persons who had deep interests in the younger generation.²³

The Continuation School Pupil

Since the continuation school pupil in so many ways is the secondary school pupil and since the latter has been dealt with so fully by many prominent writers in the educational field, only casual notice will be given this subject in an effort to point out how the continuation school pupil differs from the pupil

²³ Federal Board for Vocational Education Bulletin No.19, 1918, 30
²³ Hill, David S., *Introduction to Vocational Education*, 143

of the junior and senior high schools.

In the first place as a rule the pupil in the continuation school has a less fortunate home environment than the pupil in the latter institutions. Sometimes by his parents he is persuaded to enter industry; at other times by force of economic circumstances he is required to leave the all-day school and enter industry. Premature persuasion or coercion naturally causes many children to miss much of the school work which society deems fundamental to efficiency. Hence, the continuation school child has a school education usually inferior to that of the all-day school child of his own age.

In the second place the boy or girl who attends the part-time school has missed much of the social experience which the other boy or girl has gotten through constant contact with other pupils in the all-day school. The training obtained from the meeting of children of all classes, the results of matching minds constantly for five days per week, and the influence which the teachers have in this constant contact can be duplicated in very few places. Much of this the child in the part-time school has missed, but on the other hand he has obtained an industrial outlook on life far superior to that which the child in the regular schools has. He has met men and women of business capacity and in dealing with them certainly a great deal of education has been obtained. These experiences plus the hard life of many of the continuation school children give them a better appreciation of industrial values to which the continuation school must add enough social contact as well as civic and vocational education to make

these children more socially efficient. While the teacher in the continuation school will be unable to capitalize social experiences to the same extent as the teacher in the all-day schools, she will be able to use industrial situations to a much better advantage.

The Classification of Pupils

When the pupils enter the continuation school nothing sometimes is known about their specific needs, interests, problems, and capacities. Without a knowledge of these necessities classification hardly can be made with a high degree of accuracy. If however, these things can be learned from conversation with the public school authorities, parents, and employers, a tentative classification can be made pending results obtained from that arrangement. When results show that improper classification has been made a change can be effected. Assuming, however, that no knowledge of the pupils is at hand a very good method to follow is outlined in the following discussion:

A class in general industries or what the Springfield, Illinois, authorities call a "reservoir class" is formed. Every pupil about whom information necessary for proper classification is lacking or who is undecided as to the trade or occupation which he expects to enter is put in this class. The purpose of this class is to give general information about the different industries and about the capacities that are necessary for making a success in each. At the same time pupils are given the privilege of visiting the different rooms where special vocations are being taught. They are at liberty to try their hands at any of the machines under the direction of the teachers of the school to whom they have been assigned for this particular work. Their interests

are soon discernible by their desire to stay in the room and at the work which especially interests them. Then, they are allowed to enter the technical classes and receive instruction in those vocations if their abilities physically and mentally tend to show that they are capable of making a success in those lines of work. Otherwise they are discouraged from entering those callings. Of course pathological cases should not be under the jurisdiction of the continuation school and when they are they must receive special attention.

After the child has chosen his major vocation situations are created to show him what general education is necessary for the accomplishment of his aims. If he wants to be a carpenter and needs to know long division a situation will be created in which the knowledge of long division is absolutely necessary for the accomplishment of his aims. All classes should be formed to meet the needs of the pupils who should not be taught subject-matter which they already know. Time does not permit and neither is such an action a credit to an educational institution.

Another way used to classify pupils is by the "cycle method." By this plan every pupil with a few exceptions is required to spend a certain time in a class which teaches him certain things about every vocation that is offered in the particular school. He may spend five days learning some fundamentals about auto-mechanics and the same time learning about each of the other trades that are taught. In one school in Illinois children between fourteen and sixteen spend all their time in just this kind of work and between sixteen and eighteen they specialize in some particular trade.

If the first method is used, it becomes evident that

classes necessarily must be small. In fact, certain classes may have as low as from one to three pupils in them. Eight or ten pupils is supposed make a good sized class; it is thought to be expedient that no class should have more than twenty pupils in it.²¹

What use have intelligence tests in the classification of continuation school pupils? They have the same general use as in the regular all-day schools. Such tests should be given for the purpose of obtaining an index of the pupils' mental capacity in order that they may be guided rightly and be pushed to the maximum of their abilities. Some group test, such as the Otis, should be given first, and this should be followed in doubtful cases by some individual test or tests, such as the Stanford Revision of the Binet-Simon Tests in order to check and balance the results of the first test.

Educational achievement tests sometimes may be used to find out whether the pupil has attained a high enough degree of proficiency to pursue his vocation without further education in the general subjects, such as reading and arithmetic. Such tests as Monroe's Standardized Silent Reading Tests and the Courtis Arithmetic Tests seem worthy of mention in this connection. Perhaps before long certain very reliable standards will be available which can be used as a minimum achievement requirement for the general continuation subjects. At present no such trustworthy data is available but their determination would be a great contribution to the educational field.

The Curriculum

Behavior depends considerably upon imitation. The fact is

²¹ Federal Board for Vocational Education, Illinois, Bulletin No.13 1920,13.

very noticeable in the curricula of the continuation school. When a continuation school is first established the curriculum of some other school is adopted usually in toto or in a somewhat modified form. Both federal and state boards for vocational education give suggestive courses of study which frequently have been taken from the existing schools of some cities and which have come to the attention of these boards. In many instances this practice is not to be condemned because if the supervisor of a system is not an expert curriculum builder certainly he had better adopt a curriculum that has proved successful somewhere than to risk his ability to construct an absolutely new curriculum.

When some curriculum is copied, however, trouble may be brewing because it may have the same fallacies in it, that drove the boy from the all-day school. In one school that the writer visited he found a class in auto-mechanics busy tearing down and assembling an old car which could not be forced to run, the only automobile in the shop. This activity, the teacher said was the major problem of the course. As a result, a general lack of interest pervaded the entire class. The class just referred to was in sharp contrast to another in the same subject at another school which the writer visited. The problem was making broken cars run, one of the same nature as the garage man has to meet. Its solution was accomplished when the break was adequately repaired. The work was on the project basis and much interest pervaded the entire class. The positive classroom activity of both pupils and teacher showed that the work was on the right basis, the meeting of a need. In other words the

curriculum was constructed for the individual pupil to teach him what he did not know.

"Try-Out Courses"

Obviously courses in every trade cannot be offered in every community and the question arises as to what courses should be offered. One way in which this has been answered in the small communities of Wisconsin so satisfactorily that the Supervisor of Industrial Education of Illinois recommended it for small communities is by "try-out courses."²² There seems to the author to be no special limitations that confine the usefulness of this method to the small school. In fact the availability of more candidates for teachers and a larger number of trades existing in a larger community make this plan adaptable to it as well as to the smaller.

This plan makes the first course in technical subjects a trial course and does not require special equipment and the hiring of a high-priced teacher at the beginning. Hence, little risk is run of making such a failure in teaching the trade that great criticism results because of the purchase of a great amount of equipment that cannot be used again. If the course proves satisfactory any equipment that is bought will be obtained with the realization that it is for a course that is actually functioning. In other words after the "try-out course" has been used the administration will know whether that particular course is worth while in that particular system, providing that it has been handled in a equitable manner.

The working of this plan is very simple. If in any particular community there are a few boys of continuation school

age who think that they would like to become carpenters they are placed under the instruction of a practical carpenter. If at the end of a reasonably long period of time they are still of the same mind, the carpenter is paid an annual salary to instruct them. Such instruction is under the supervision of the continuation school authorities and is for as many hours weekly as they may determine. The carpenter in order to profit from the result of this trial experience must make the work interesting and profitable to the boys,

The great difficulty in the working out of the plan is the finding of an artisan who is competent to teach the trade. He may be a good carpenter and at the same time be a poor teacher. As a result, the "try-cut course" in carpentry in one community might be a total failure while in another community it might be a success. Hence, it is clear that this method is not absolutely satisfactory in determining every trade that should go into the continuation school.

The Equipment of The Continuation School

The equipment that the continuation school should possess depends upon the courses that are being offered. Each course may contain phases that require tools which are peculiarly fitted for particular jobs. Since different teachers may use different tools for the accomplishment of the same result, the administrator should solicit the advice of his teachers as to what tools they need. The latter, however, will have a tendency to request many tools that are not absolutely necessary for the course. The budget system is recommended in order that each

department may spend its allotment most wisely. Yet some practical objections to the budget present themselves. In fact each department feels that it must spend all of the funds that are allotted to it when equipment is needed to a greater extent in other departments. This cannot be wholly eliminated but if the supervisor keeps a firm hand on what is being done and uses a flexible budget part of the difficulty will be obviated.

On the other hand if the administration is to hold every teacher strictly responsible for the work that is being done under his supervision, proper equipment must be furnished. The ability to properly equip a continuation school should be considered well before its establishment. If working tools cannot be supplied to the teachers, the wisdom of the establishment of a continuation school is questionable.

Compulsory Attendance

The value of compulsory attendance at the continuation school hardly can be questioned. Its arguments rest on much the same arguments as those for compulsory attendance at the regular all-day schools and like the traditional public school its enforcement is vital to the highest efficiency of the institution because pupils, in general, cannot advance with their fellow-pupils when their attendance is checkered, if they have no other means of obtaining instruction. Since most fathers and mothers are unable to instruct their children along technical lines other than the one in which they have specialized, (provided that they have specialized), attendance at the continuation school is necessary for the continuation school pupil in order that he may advance rapidly and regularly.

The movement for compulsory continuation education was early espoused by certain German cities, and it gradually became more widespread until by the middle of the last decade in about four-fifths of the states attendance for boys was compulsory up to the ages of sixteen, seventeen or eighteen, while for girls attendance was compulsory up to the ages of fifteen or sixteen.²³ In the United States, however, no difference is made between the sexes in compulsory requirements. Compulsory attendance in America has been referred to already.²⁴ At the present time a decided movement is going on to establish a definite minimum age requirement which is to be uniform in all the states. It seems that the "minimum number of hours of attendance in continuation classes should be not less than eight hours a week for each week that the high school is in session, or a requirement of not less than 320 hours per year distributed over a reasonably long period of time during the year," according to a recent study.²⁵ The same commission recommended that the attendance be made compulsory up to the age of eighteen unless the pupil has completed his secondary school work.

Methods of Securing Attendance

The methods of securing attendance that are in use in the all-day schools may be used with excellent success in the continuation school. The new methods of instruction per se interest the pupils in what they are doing and the subject-matter with which they deal is closely connected with the work that they

23 Sadler, M.E., *Continuation Schools in England and Elsewhere*, 518-519.

24 *Supra*, 50 et Appendix I.

25 Bureau of Education Bulletin No. 5, 1921, 19.

are doing or expect to do in industry. The teachers are vital instruments in giving the continuation school an especial interest for the pupil. Their personal magnetism, example, and interest in the lives of the pupil give the continuation school considerable prestige among the juvenile workers who are attending it.

The most important leverage on the compulsion of attendance, perhaps, is the activity which should be connected with every continuation school, of assisting the pupils to obtain jobs and to advance them to better ones. Principals of continuation schools almost universally agree that due to this one activity they are able to win and hold the confidence of the children who come under their influence. No other school has such an opportunity coming at the critical period of the life of its pupils and every pupil realizes that if he is to obtain the best job he must be on the friendliest terms with the continuation school. Various members of the faculty visit him at his regular duties, find out how he is getting on, sympathize with him in his adversities, encourage his good endeavors, and have heart to heart talks with his employers. Such exertions win his confidence and often he will show that he merits the confidence and interest shown in his favor.

The compulsory attendance law is always necessary when the school goes into operation if results are expected soon, but after it is running smoothly compulsory attendance will have to be enforced in few cases. Failure to attend the continuation school usually means for the pupil dismissal from his job, if the employers cooperate loyally with the school authorities. It means also the revocation of his working permit and the return

to the all-day school in many cases, depending of course upon statutory requirements. In addition it usually means the imposition of a fine upon both the employer and the parent. This has a tendency to insure attendance thereafter.

The Teaching Staff

Reference already has been made to the supervisor of continuation education.²⁶ The same type of person is needed for principal where the continuation school is not a part of a comprehensive high school, but principals with experience less broad may make successes if they are working under the firm hand of a competent supervisor.

The teachers of the various subjects form the fountain of the vitality of the school. In many cases the success of the institution depends upon them more than upon any other single factor.²⁷ The Federal Board for Vocational Education recommends that "If it is weaving that is to be taught the best weaver in the mill should be sought for teaching purposes; if the subject under consideration is loom fixing, the most expert loom fixer should become the instructor, and similarly throughout the mill."²⁸ It is reasonable to expect that educational authorities will take exceptions to the above quoted statements because the most expert artisan is sometimes the poorest teacher. Vaughan says that the carpenter instead of teaching the boys how to build the house builds it for them.²⁹ He contends that teachers who know how to teach should learn the trades and jobs and become teachers

²⁶ *Supra*, 74 et ff.

²⁷ Federal Board for Vocational Education, *Bulletin* No. 30, 1919, 16.

²⁸ *Ibid*, 17.

²⁹ Vaughn, S.J., *Lectures on Vocational Education*.

of them rather than have expert workmen become teachers. At the present time, however, both plans are employed and excellent teachers of both types are now found in the continuation school.

Some states have adopted tentative minimum requirements for license to teach in the continuation school. The standards set for teachers of general continuation subjects are usually higher than those set for teachers of the trade extension or trade preparatory subjects. This condition exists primarily because of the greater availability of teachers of the general continuation subjects. Illinois requires at least graduation from the eighth grade for the latter and two years of education beyond the high school for the former.³⁰ At the present time, perhaps, these standards are too low, but exceptions to ideal standards must be made when the supply of properly qualified teachers is limited, as was the condition during the Great War when the State Board for Vocational Education in Illinois made its ruling. In many places the regular high school teachers conduct the major portion of the continuation work, although the advisability of this practice is questioned by some school men.

Vocational Guidance

A necessary adjunct to the continuation school is the Bureau of Vocational Guidance. At the head of this bureau usually is the principal of the school or a teacher who seems to the principal to be properly qualified for this position. In the largest continuation schools which are not operated by some industry a director of vocational guidance may be found. The duties of this officer in either case are to place the pupils in

³⁰ Board for Vocational Education, Illinois, Bulletin No.13, 1920, pp. 18-19.

positions to which they are best adapted, to watch their work, and if they deserve the honor to advise their promotion to better positions when the opportunity presents itself. It is his duty to give them some instruction which will lead them to the trades that best suit their capacities and abilities. Perhaps, too often, this officer has so many burdens placed upon him that he cannot do justice to this particular office, and even when the duties of vocational guidance become too heavy for him proper assistance is not supplied. Perhaps here is one of the inefficient parts of the continuation school as it exists today.

Summary

For the purpose of meeting different situations three types of continuation schools or classes are used widely: general continuation, trade preparatory, and trade extension. The relation between these schools and the regular schools depends upon state laws and local conditions. When a continuation school becomes a reality in any community the daily schedule and other units of organization should be arranged to best meet the needs of the community. In order that this may be done, the federal government has seen fit to aid the states in financing the continuation school by means of subsidies provided by the Smith-Hughes Act. Yet the major expense in most cases must be borne by the local unit. Compulsory attendance laws have been enacted in order to force the unwilling child to take advantage of this institution; yet other agencies seem to be just as effective in many cases after the pupil has been in attendance for a short time. One of the foremost of these agencies is the power exerted by the Bureau for Vocational Guidance through its placement department.

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Chapter IV

Retrospect and Prospect

The American Social Situation Needs Improvement

"The prevalence of illiteracy, the elimination from the traditional public schools, the large amount of poverty and pauperism, the universal extent of poor health and physical incapacity, the general lack of efficiency among workers, the widespread need of civic and social education, the cosmopolitan misuse of leisure time, and the ecumenical need for conservation of natural and human resources" present a social problem that is extremely complex and hard to remedy.¹ No panacea ever has been found for all of these evils. However, many agencies have been tried and the positive conclusion that has been reached is that only aid has been found. Students of the problem point out that every available agency should be sought for the purpose of improving the social conditions of America.

Continuation Education Aids in This Movement

In this great movement to produce a better social environment, old agencies are being brought into action and new agencies are being created to meet the demand. One of these agencies that may be of much value in this movement is the continuation school which is especially adapted to reach

¹ Supra, 33.

the boys and girls from fourteen to eighteen years of age who have left the all-day schools and have begun careers in the industrial world. At many points along the way, in the discussion of this institution various objections arise, but for each objection there seems to be an opposing affirmative argument. Among the strongest arguments for the continuation school is the historical witness that this institution has been tried repeatedly and has proved successful enough in nearly every instance to be retained. This recommendation shows that the part-time school is an institution that is helping to meet the social situations that exist in various communities. When all of the objections to the continuation school on the one hand and all of the arguments for the continuation school on the other hand have been summed up and a tentative balance has been struck, it appears to the writer that the verdict must be rendered in favor of this institution. It is a means of partially securing the realization of a high ideal, the equity of educational opportunity for all America.

Continuation Education in The Comprehensive High school

Perhaps the greatest efficiency in continuation education can be obtained by substituting in many cases for the continuation school, as it is herein portrayed, continuation classes in the regular high schools. This conclusion has been reached after a careful survey of the following conditions and after a careful consideration of the following arguments:

First, the local high schools are usually equipped with the best educational facilities that the community can

afford. Usually the number of pupils who attend the continuation school, where state-wide continuation school systems exist, is not large enough to cause a duplication of all the expensive equipment and buildings which are used only a fraction of the regular day. Also under the present scheme some of the equipment that has been purchased for the continuation schools is idle part of the time. If these two institutions were brought together, provision could be made to eliminate some of the waste of time that occurs because of the fact that the building and equipment are idle several minutes almost daily. Hence, the cost to the community in making provision for buildings and equipment would be lessened by making this combination. This will hold true for the teaching staff also. An added advantage that is worth mentioning is that the pupils who attend the continuation school might feel that the school is worth more because of its superior advantages. This feeling would also tend to affect the parents in the same manner.

Secondly, "the sense of social solidarity and of loyalty to the whole community will be developed among all pupils of high school age."² Certainly physically, mentally, and chronologically continuation school pupils are not of elementary school age.³ The social instinct is calling and should be answered by the appropriate group, children of like ages. Such an arrangement tends to give a social solidarity

² Bureau of Education Bulletin No. 5, 1921, 17.

³ Inglis, Alexander, Principles of Secondary Education, Chapters I-III.

to the community and to eliminate the possible elements of class education which the continuation school frequently has been accused of fostering.

Thirdly, "the varying needs of continuation school pupils can be met more adequately in the larger organization with its varied facilities."⁴ The interests, needs, and problems of the pupil are of primary importance in effective teaching. If these are not consulted, waste ensues and the educational objectives are apt to be lost sight of. If a pupil's chief interest is in the field of salesmanship, the endeavor of school authorities to teach him one of the mechanical trades will likely be crowned with little or no success. Yet, the average continuation school is rather limited in the scope of its curriculum, and the pupil in many cases is forced to choose a trade with which he at the beginning is dissatisfied. However if the continuation school were an integral part of the regular high school, the money that could be saved and invested in increased educational facilities would tend to eliminate this condition to some degree.

Fourthly, "the comprehensive high school will be stimulated to serve the needs of all pupils of high school age" who are now in industry.⁵ Under the present plan industrial education may be slighted because the assumption is made that the pupils who take advantage of it soon are to enter industry or a special industrial school. Since nearly every city is in more or less financial difficulties this condition is accepted and sometimes little is done to improve conditions.

⁴ Bureau of Education Bulletin No. 5, 1921, 17.

⁵ Ibid., 17.

Fifthly, the incorporation of the continuation school as an integral part of the comprehensive high school will react favorably on both institutions in that it will make those people whose children attend the continuation school more sympathetic towards the needs of the high school. At the same time this fusion will tend to cause other people who at the present stage of evolution of this institution are skeptical towards it to place their approval upon it because they are converted to the high school idea. Hence, the "community will be stimulated in gaining a broad conception of the function of the high school and consequently will give it greater financial and moral support."⁶

Sixthly, the function of leading pupils back to the regular schools can be realized better if the continuation work is made a part of the comprehensive high school. The association with the regular high school pupils exerts an influence that tends to promote harmony between the two groups; and conversely, the lack of association tends to create a gulf between the two. As a result, the transfer is accomplished with some difficulty. Perhaps this is true in fewer cases under the present arrangement than under the proposed plan. The community of interests even beyond the social, that are interrelated offers a means for a closer harmony between the two groups. The giving of high school credit for acceptable part-time work will be assured and the pupil will recognize that his endeavors are being recognized. Hence, he will feel that his efforts are bringing him nearer to high school graduation and perhaps to college entrance than under the

⁶ Ibid., 17.

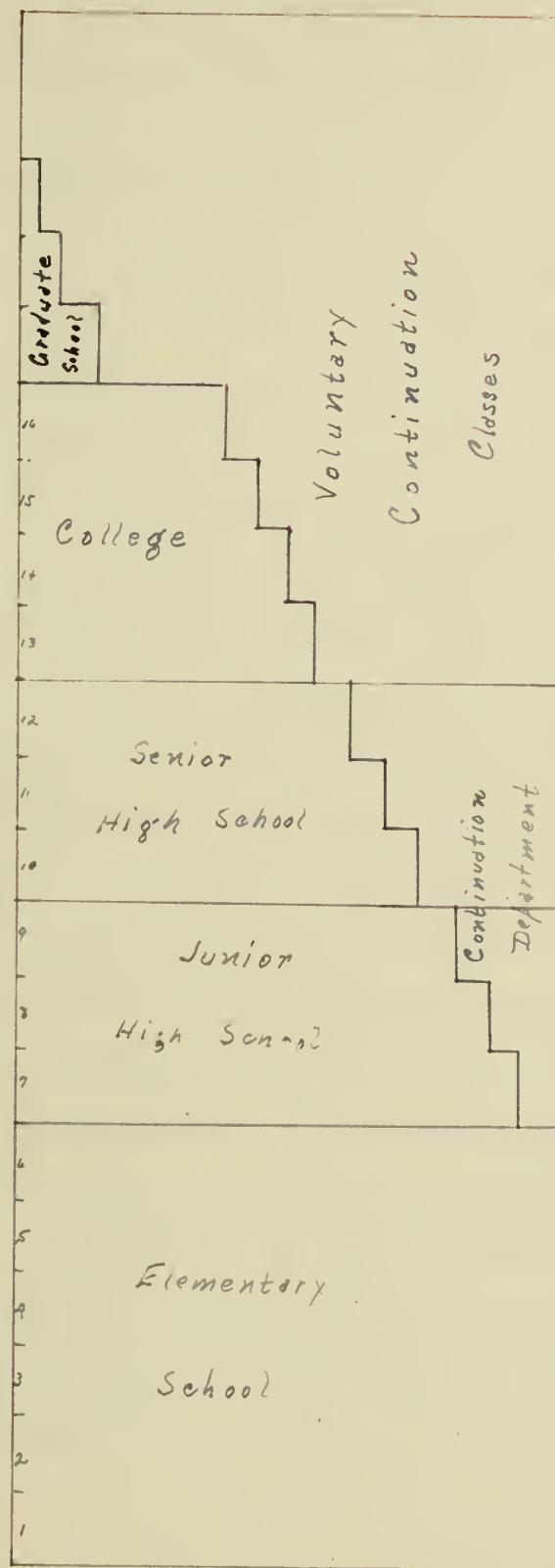
present plan.

In short, the contention is maintained that the continuation school in many cases cease to exist as a separate institution as soon as is practicable and that trade preparatory, trade extension, and general continuation courses be included in every high school curriculum where a sufficient demand exists. The accompanying diagram shows the proposed relation of the continuation school to the other work of the secondary school as well as the relation of voluntary education to the life of the adult in his social environment. When the plan shall have been carried out successfully, the continuation idea will not be far in advance of the then existing system of continuation education.

The Proposed Organization

The diagram on the following page is thus explained: After the pupil completes the work of the elementary school he regularly passes into the high school and not into a separate continuation school even though he may enter industry. In case he does enter industry during his six years in the elementary school he automatically passes into the continuation department of the regular high school. After he graduates from high school he may continue his formal education by going on to college but if he desires to pursue his chosen vocation he may continue his education along general or technical lines at public expense, provided that a demand sufficiently large exists to justify the offering of the desired courses. Continuation education should be compulsory through the high school or until the age of eighteen has been attained. Thereafter it should be voluntary for the

Illustration II



great mass of the population; but perhaps those people who are not acquainted with American principles should be excepted from this arbitrary rule which may change as the years go by just as the compulsory age limits have done.

The Vocational Guidance Provision

"The success of the plans for part-time education will depend to no small measure upon the inauguration of an effective and comprehensive plan of vocational guidance."⁷ Whether or not the plan suggested in this chapter is accepted, it remains true that continuation school pupils have had little or no vocational guidance; they have fallen into the jobs that offer the highest initial pay and have taken little thought for the future. If Miles's estimate that 87 per cent of the children of continuation school age enter the "blind-alley" jobs is correct, there is no doubt that these unfortunate children need both educational and vocational guidance.⁸

In the comprehensive high school there should be incorporated a bureau of vocational guidance which may have control of the educational guidance as well. A report of the Commission on The Reorganization of Secondary Education of The National Educational Association outlines a pretty definite program for such a department. It should assist the child to guide himself through his educational career and it should place the worker of the Continuation Department in positions to which he is adapted.

⁷ Ibid., 12.

⁸ Ibid., 13.

The Service of The Future Continuation School

Since the continuation school exists in an evolutionary social environment that is constantly changing and since this institution itself is a result of this evolution, further growth may be expected. Perhaps the time will come when every state in the Union will have a well organized system of continuation education, schools at which working children will be compelled to attend until they have become eighteen years of age or until they have graduated from high school. If such state-wide systems shall be inaugurated universally, equity of educational opportunity will be materially furthered. Hence, it follows that the younger generation will tend to become more socially efficient.

But this is only part of the story. The state owes a duty to the adult who has been unable to obtain an education. Through the enlargement of the conception of the continuation school, as the term is here used, the continuation school may fulfill its obligation by offering to him that educational opportunity which perhaps he has never had. It may do more than this. It may give the college graduate a chance to continue his studies at home under state guidance at state expense. When the child must continue his educational growth and the adult may have the chance to continue his in an institution provided by the state, the realization of the continuation idea will be accomplished. Then continuation education will be in a better position to assist in improving the social conditions of America.

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APPENDIX I

Provisions of Part-Time Compulsory Education Laws*

State	Law in effect	Minimum number of minors required to establish classes	Age of required attendance	Hours of required attendance per week	Length of the school year
Arizona	1919	15	14-16	5	150 hours
California	1920	12(1)	14-18	4	As public school
Illinois	1921	—	14-18	8	Do.
Iowa	1919	15	14-16	8	Do.
Massachusetts	1920	200(2)	14-16	4	Do.
Michigan	1921	50(3)	14-18	8	Do.
Missouri	1919	25	14-16	4	Do.
Montana	1919	15	14-18	4	Do.
Nebraska	1919	15	14-16	8	144 hours
Nevada	1919	15	14-18	4	As public school
New Jersey	1920	20	14-16	6	36 weeks
New Mexico	1919	15	14-16	5	150 hours
New York	1920	20(4)	14-18	4-8	As public school
Oklahoma	1919	20	16-18	—	144 hours
Oregon	1919	15(5)	14-18	5	As public school
Pennsylvania	1915	20	14-16	8	Do.
Utah	1919	15	14-18	4	144 hours
Washington	1920	15(6)	14-18	4	As public school
Wisconsin	1921	(4)	14-18	8-20	8 months

Explanations:

- (1) High school districts having 50 or more pupils must establish part-time classes.
- (2) Referendum law adopted by all towns except one.
- (3) Establishment of schools is compulsory only in school districts having a population of 5,000 or more.
- (4) Establishment required only in cities of over 5,000.
- (5) Attendance upon evening school may be substituted.
- (6) Districts may organize schools upon written requests of twenty-five residents.

* This table was taken by the author from Federal Board for Vocational Education Bulletin No. 55, 1920, page 8; it has been revised to June 1, 1922, so far as material could be obtained.

APPENDIX II

Minimum amount available from the State Board for Vocational Education because of the Smith-Hughes Act, for part-time work for workers over 14 years of age, by years *

Fiscal year ending June 30-	Minimum amount available for part-time schools and classes		
	Total federal and state or local money	Federal money: one-third of appropriation for trade, home economics, and industrial subjects	State or local money; to match federal appropriation
1917-18	\$377,333.34	\$188,666.67	\$188,666.67
1918-19	530,666.66	265,333.33	265,333.33
1919-20	689,333.34	344,666.67	344,666.67
1920-21	852,000.00	426,000.00	426,000.00
1921-22	1,016,666.66	508,333.33	508,333.33
1922-23	1,181,333.34	590,666.67	590,666.67
1923-24	1,346,000.00	673,000.00	673,000.00
1924-25	1,704,000.00	853,000.00	852,000.00
1925-26	2,033,333.34	1,016,666.67	1,016,666.67
1926--on	2,033,333.34	1,016,666.67	1,016,666.67

* From Federal Board for Vocational Education Bulletin No. 19, 1918, 30.

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